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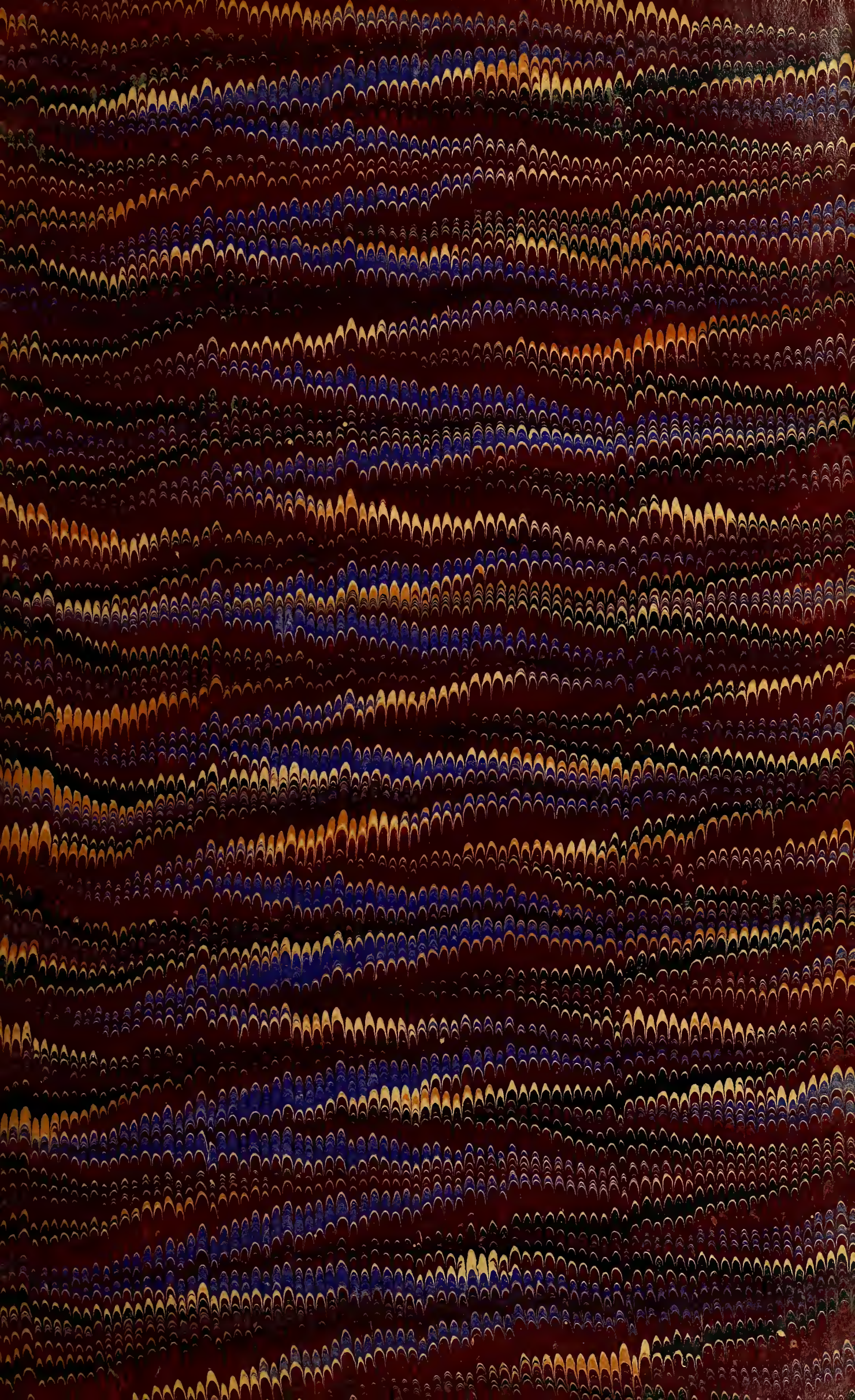
BY

*Lady Shirley Murphy.*

Date *26 Aug. 1939*

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ROYAL COMMISSION ON THE POOR LAWS  
AND RELIEF OF DISTRESS.

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APPENDIX VOLUME XXVII.

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REPLIES

BY

DISTRESS COMMITTEES

TO

Questions circulated on the subject of the  
Unemployed Workmen Act, 1905.

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Presented to both Houses of Parliament by Command of His Majesty.

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LONDON:

PRINTED FOR HIS MAJESTY'S STATIONERY OFFICE,  
By WYMAN AND SONS, LIMITED, 109, FETTER LANE, E.C.

And to be purchased, either directly or through any Bookseller, from  
WYMAN AND SONS, LIMITED, 109, FETTER LANE, FLEET STREET, E.C.; and  
32, ABINGDON STREET, WESTMINSTER, S.W.; or  
OLIVER AND BOYD, TWEEDDALE COURT, EDINBURGH; or  
E. PONSONBY, 116, GRAFTON STREET, DUBLIN.

1909.

[Cd. 4944.] *Price 9d.*



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## CIRCULAR LETTER.

ROYAL COMMISSION ON THE POOR LAWS  
AND RELIEF OF DISTRESS,

Telephone : 1310, VICTORIA.  
Telegrams : "SUCCOURING, LONDON."

68, VICTORIA STREET,  
WESTMINSTER, S.W.

All communications should be  
addressed to—

THE SECRETARY.

10th May, 1907.

SIR,

I am desired by Lord George Hamilton, the Chairman of the above Commission, to inform you that the Commission have been appointed by His Majesty the King to inquire *inter alia* into the various means which have been adopted outside the Poor Laws for meeting distress arising from want of employment.


Perhaps the most important of these means have been afforded by the Unemployed Workmen Act, 1905. The Commission propose to take up this part of their inquiry very shortly, and are accordingly most anxious to enlist in this matter the valuable experience of the Distress Committees set up under the Act.

I am accordingly to say that the Commission will esteem it a favour if your Distress Committee would kindly forward to me the answers which in their opinion should be given to the questions contained in the enclosed form. It would be a convenience if the form duly filled up were returned to me at the above address not later than the 1st June.

I am desired by Lord George Hamilton to add that should your Distress Committee desire to add any observations in addition to the answers to these questions the Commission will be most happy to consider them, but in such event the additional observations should be sent in to me on a sheet separate from the form of questions.

I shall be very glad to afford you any further information or assistance in my power, and beg to remain,

Your obedient Servant,



Secretary.

*The Clerk to the Distress Committee.*



## LIST OF QUESTIONS.

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF  
DISTRESS.

## UNEMPLOYED WORKMEN ACT, 1905.

*Name of Distress Committee* \_\_\_\_\_

## QUESTION.

## ANSWER.

1. Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?
2. In the event of the renewal of the Act, in which ways, if any, should it be amended?
3. What method of investigating the cases of applicants is pursued by your Committee?
4. Has it been found possible to give preference to particular classes of applicants in accordance with the Local Government Board Regulations, and, if so, to what extent?



QUESTION—*continued*.ANSWER—*continued*.

5. Is preference given to any classes of applicants other than those specified in the Local Government Board Regulations?
6. Has the provision of work under the Act tended to attract people from outside areas, notwithstanding the residential qualification required?
7. What provisions of the Act have been found most useful?
8. Separate Observations.



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A list of the Appendix Volumes to the Reports of the Royal Commission on the Poor Laws and Relief of Distress will be found at the end of this Volume.

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## PART I.—REPLIES FROM LONDON.

### QUESTION 1.

**Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?**

**CENTRAL (UNEMPLOYED) BODY FOR LONDON.**—The questions contained in your letter of the 10th May last were referred to a special committee consisting of the chairmen of standing committees to prepare a reply and submit in due course to the Central Body. This committee has not yet made its report, and it cannot in any case now be presented until after the recess. In the meantime I am desired by the chairman of the body to forward replies to Questions 3, 4, and 5, which do not cover questions of policy, and to state that the chairman will himself give the Commission his views on Questions 1, 2, and 7, so far as it may be possible to give them. Question 6 is hardly one that the Central Body can answer; it applies rather to distress committees than to the Central Body.

I would add that it was definitely decided by the Central Body that the special committee referred to should furnish replies to your questions, and it was consequently quite outside my power as clerk to the Body to obtain and forward the necessary information.

**CITY OF LONDON.**—In view of the limited experience of the committee, owing to the small residential population in the City of London and the proportionately small number of persons registering under the Act (of whom about 60 per cent. were of the casual labourer class), they do not feel in a position to express an opinion upon the operation of the Act as the result of their own experience. The committee call attention, however, to the very heavy expenditure incurred by the Central Body out of rate funds, and to the fact that the City ratepayers have to provide, according to the rateable value of the City, about one-eighth of the whole amount levied over the Metropolis.

**BATTERSEA.**—No.

**BERMONDSEY.**—Yes, decidedly; but as only about one in nine of the applicants obtained any work through the committee, and most of them were of the class of casual labourers, a class, we believe, for which the Act was not intended, still, in view of the probable extent of winter distress which may be anticipated, the Committee would very much regret if the Act should be allowed to expire before another, probably a better, Act is in operation.

**BETHNAL GREEN.**—The Committee are of opinion that, in view of the small number of people who have been benefited under the Act, the renewal of the Act would not be advisable.

**CAMBERWELL.**—From an educational point of view, yes; from a practical point of view, no, unless amended and better administered.

**CHELSEA.**—The renewal of the Act by amendment is most necessary.

**DEPTFORD.**—Yes.

**FINSBURY.**—The Act was intended to enable the distress committees :—

(1) To make themselves acquainted with the conditions of labour within their area (Sec. 1, Sub-sec. 2).

(2) To provide work for the respectable and thrifty person who had in the past been regularly employed, but who was at the time of making application to the committee temporarily distressed owing to inability to obtain employment. (Organisation (Unemployed Workmen) Establishment Order, 1905, Art. II., 2.)

## QUESTION 1.

**Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?**

**FINSBURY.**—*cont.*

The Committee find that the Act has been so far effective in so far that it has undoubtedly been able to obtain valuable information as to the condition of labour within the area, but this information tends to show that the class of person (as defined above) the Act was primarily intended to benefit is numerically small, that the vast majority of persons assisted were those whose employment for many years had been of a casual nature, and who, if temporarily assisted in any one year, would probably apply for similar help in the following year.

Either the Act should be restricted in its operation to those whom it was primarily intended to benefit; or

The Legislature should boldly face the situation and say aye, or nay, that the State should provide employment for anyone willing to work.

**FULHAM.**—No.

**GREENWICH.**—Not in its present condition. The general working of the Act has been in every way of a disappointing character.

**HACKNEY.**—No, unless the Act be considerably amended, giving Distress Committees greater power.

**HAMMERSMITH.**—No.

**HAMPSTEAD.**—With the exception of the emigration work we do not consider that the operation of the Act has been sufficiently effective to justify its renewal without amendment.

**HOLBORN.**—In our experience it has not; but we are of opinion that the renewal of the Act would be advisable if larger resources could be made available, so that a greater proportion of the applicants could be dealt with.

We are also of opinion that greater efforts should be made to settle upon the land men who have gained experience at the farm colonies.

**ISLINGTON.**—Not in its present form.

**KENSINGTON.**—The Committee do not think it has been at all effective.

**LAMBETH.**—Yes.

**LEWISHAM.**—See answer to Question 8.

**PADDINGTON.**—No.

**POPLAR.**—Yes. (a) *Collective answer from the Distress Committee:* The Act is valuable as (1) the assertion of a principle, viz., that unemployment is a social evil which requires to be coped with (just as other evils are) by preventive and remedial public measures; (2) the assertion of another principle, viz., that not individuals are in fault but a system, and that for this reason workmen are not to be penalised by accepting assistance; (3) the assertion of a method, viz., that of offering useful work at reasonable pay, to those willing to do it, instead of *task work*, under degrading conditions; (4) the assertion of another method, viz., that of offering continuous employment rather than casual employment; (5) *enabling certain industrial experiments to be tried*. For the above reasons the Act should be certainly renewed. In its present form, it is very imperfect, and needs radical amendment, but this amendment should be deferred until the Royal Commission has reported. The Royal Commission to be asked to report on this branch of its inquiry with as little delay as possible.

*NOTE.—References made in this Volume and in the Reports of the Commission to the pages of this Volume are to the page numbering in brackets.*



## QUESTION 1.

**Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?**

**POPLAR**—*cont.*

(b) *Answer by Mr. George Lansbury, Member of the Distress Committee.*

This is a most difficult question to answer, as my position is this. I do not want the present Act to continue if a better one can be brought in, that is, I want to hold on to the present Act until Parliament has really given itself time to deal adequately with the question. The Act has failed, not so much through inherent badness of principle, but because of the timidity of its authors, who were so timid that they hedged their machine round with so many restrictions as to make it almost unworkable, with the result that very little good could be done. All the same the Act has really benefited a considerable number of families in the district, who otherwise would have been obliged to accept Parish Relief.

(c) *Answer by Rev. H. Mosley, Member of the Distress Committee.*

I think the Act of 1905, very limited in its effectiveness, etc., has yet justified its renewal. It is an expression of the conscience of the nation that it regards the future of the unemployed as one of national concern, and to be dealt with by the nation. It has undoubtedly in a few cases been the means of keeping together the homes of workmen who are distinctly above the class who look to the Poor Law, and prevented such men becoming disheartened and demoralized by being for a long period out of work. As a large measure for finding work for the casual labourers it has failed, and in my opinion any similar Act will fail.

(d) *Answer by Mr. J. H. Banks, Member of the Distress Committee.*

Should be radically amended.

(e) *Answer by Miss C. Grant, Member of the Distress Committee.*

In my own experience, the Unemployed Workmen Act has touched but the bare fringe of my people's needs (Bromley, E.). If it has been effective elsewhere, that is sufficient to justify its renewal, and in any case I hold that its existence is justified if only as an acknowledgment that some kind of State action is necessary. It is the workman's place to find if possible work himself, but it is not his *function* to *create* work. Where, therefore, ordinary channels of labour fail, some extraordinary channels should be found. They could scarcely cost more than the awful moral and physical waste now going on.

(f) *Answer by Mr. G. Crosse, Member of the Distress Committee.*

During the time I have been on the Committee, as well as previously, as an outside observer interested in social economics, I should say the renewal of the Act, pending the passing of some more thorough-going measure on the subject of unemployment, is not only justifiable but absolutely necessary.

(g) *Answer by Mr. A. W. Yeo, J.P., Member of the Distress Committee.*

As Chairman of the Committee I say decidedly "Yes" to Question 1. The Act is as it stands very ineffective, and should be radically amended. All the same I am convinced that although the Act is inadequate, a considerable number of men have been helped over a very difficult period and re-established as independent citizens, but a very large number have not been helped at all. The Act appears to have good intentions, but the machinery set up to carry out those intentions has failed, because of its inadequacy.

(h) *Answer by Councillor W. H. Jones, Member of the Distress Committee.*

The Act has been very useful in Poplar, and it has laid down the principle that it is the duty of the nation to do something to alleviate the distress brought about by unemployment.

**QUESTION 1.**

**Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?**

**ST. MARYLEBONE.**—So far as providing work is concerned, the results in this borough do not justify the expenditure. It may be a matter for consideration whether the organisation is necessary for the purposes of carrying on labour exchanges and of doing emigration work or whether these branches of its work could be transferred to other bodies.

**ST. PANCRAS.**—Yes, if amended.

**SHOREDITCH.**—The Committee is of opinion that the Act should not be renewed without drastic changes.

**SOUTHWARK.**—The very small number, proportionately, of the unemployed who have been helped to work and the heavy cost of administration are strong arguments against the renewal of the Act.

**STEPNEY.**—The operation of the Unemployed Workmen Act, 1905, has not been so far effective as to justify renewal in its present form.

**STOKE NEWINGTON.**—In the opinion of the Committee the tendency of the Act has been towards the accomplishment of the objects in view, but it admits of modification and improvement to render it more effective in the working.

**WANDSWORTH.**—The Act has been useful as far as it has promoted emigration. Its elaborate system of investigation and verification has excited expectation of work never realised, and slackened the efforts of workmen to obtain work for themselves.

**WESTMINSTER.**—No. It is unworkable and does a minimum amount of good.

**WOOLWICH.**—Yes. Appended is comparative statement showing work provided from year 1904 to 8th June, 1907.

*1904-5. Joint Unemployed Committee.*

Non-colony works	-	-	-	74 men employed.
Employed by Borough Council	-	244	„	„

In all, 3,001 weeks' work was provided for 318 men, making an average of  $9\frac{1}{2}$  weeks per man.

54 employed at Garden City and Hollesley Bay for 408 weeks' work, making an average of  $7\frac{1}{2}$  weeks per man.

Emigration	-	-	-	-	-	Nil.
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Migration	-	-	-	-	-	Nil.
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*1905-6. Distress Committee.*

Non-colony works—

128 men for 620 weeks' work—average 4·84 weeks per man.

Employed by borough council—

227 men for 2,387 weeks' work—average 10·51 weeks per man.

Colonies—

52 men for 971 weeks—average 19 weeks' work (approximately).

Emigration—

63 men (representing 152 persons), 44 to Canada and 19 to New Zealand.

Migration—

1 married man (representing 10 persons).

*NOTE.*—References made in this Volume and in the Reports of the Commission to the pages of this Volume are to the page numbering in brackets.



## QUESTION 1.

Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?

WOOLWICH.—*cont.*

1906-7. *Distress Committee.*

Non-colony works—

134 men for 872 weeks' work—average 6·5 weeks per man.

Colonies—

56 men for 785 weeks' work—average 14 weeks per man.

Emigration—

93 married men (representing 439 persons) - - 439

67 single men - - - - - 67

506

Migration—

18 married and 8 single men (representing 125 persons).

## QUESTION 2.

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**CENTRAL (UNEMPLOYED) BODY FOR LONDON.**—See answer to Question 1.

**CITY OF LONDON.**—See answer to Question 1.

**BATTERSEA.**—So far as London is concerned by the abolition of the Central (Unemployed) Body.

**BERMONDSEY.**—In increased Exchequer grants and some freedom to Distress Committees in the selection of men by a simpler process than obtains now.

**BETHNAL GREEN.**—Practically all the people who came before the Committee were casual labourers. The Committee therefore think that the chief remedy should be to make some effort to train children in trades.

**CAMBERWELL.**—(1) By providing some more permanent and useful work. (2) By making it possible for those who have been trained at the farm colonies to get back to the land and in some permanent way to obtain a livelihood in the country. The chief cause of failure in the farm colonies is that no provision is made for the after care of trained workers. (3) The condition excluding applicants who have had Poor Law relief should be omitted. (4) Other work than that for which only physically strong men are fitted should be provided, so that willing but physically weak men should get an opportunity of doing work of a kind for which they are capable. (5) By proper classification of applicants.

**CHELSEA.**—Do away with the Poor Law Relief clause. By taking preventive measures such as national and public works to have control of waste lands, foreshores, provision of light railways, etc. Distress Committees to be able to send men to nearest public works available.

**DEPTFORD.**—The Act should be amended in such a way as to ensure better administration by the Central Body.

**FINSBURY.**—See answer to Question 1.

**FULHAM.**—Incapable of amendment.

**GREENWICH.**—That the Central Authority be abolished and the local authority be given greater authority—to wit, the amount contributed to the Central Body, if applied locally, would have enabled the Committee to deal effectively with nearly the whole of the local distress: the delay occasioned by having to refer every point to the Central Authority has largely nullified the effect of the Committee's desires.

**HACKNEY.**—On the lines of keeping people from the Poor Law, and giving more attention to the claims of the temporarily unemployed, and thus preventing many homes from being broken up, which the existing Act has done to a moderate extent.

**HAMMERSMITH.**—By a delegation of greater powers to local Distress Committees, the relaxation of the conditions respecting poor relief, and by the considerable simplification of its methods.

**HAMPSTEAD.**—(a) The Act should be administered by a Government Department working through locally elected Committees. (b) Definite and sufficient work should be provided. (c) Migration from towns into the country should be further encouraged, and facilitated by some provision, to enable suitable men to be placed permanently on the land. (d) Emigration should be dealt with by the State in addition to the provisions secured by this Act.



## QUESTION 2.

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**HOLBORN.**—See reply to Question 1.

**ISLINGTON.**—The local authority to have greater powers to deal with the unemployed.

**KENSINGTON.**—In the time at their disposal, and in view of the diversity of opinion amongst their members, the Committee do not feel themselves able to give a satisfactory reply to this question.

**LAMBETH.**—(a) By the extension of the farm colony principle, to ensure, in all suitable cases, that practical training which is essential to secure the permanent settlement of the people on the land; and in connection therewith the provision of small holdings, the cost in all cases to be borne by the National Exchequer. (b) By the extension of the scope of the Act so as to include the provision of such work as afforestation, reclamation, etc., also at the cost of the Exchequer. (c) By a more careful definition of the powers of the Local Government Board in framing the Regulations, etc., for the administration of the Act.

**LEWISHAM.**—See answer to Question 8.

**PADDINGTON.**—*Constitution of Distress Committees in London.*—As at present constituted this Committee is nominally a Committee of the Council, but owing possibly to the fact that it does not report to nor require the sanction of the Council to its proceedings it is not in fact treated as such, which, to some extent, is hampering to the work. (a) The Central (Unemployed) Body should appoint the Distress Committees without the intervention of the borough councils. The Borough Councils should elect members to represent them in like manner as do now the Boards of Guardians, and in the event of either a Borough Council or a Board of Guardians failing to elect a sufficient number of members, the Central Body should have power to appoint persons outside these bodies to fill the Committees. (b) Office accommodation should be provided for under the Act and apart from (in every sense of the word) any municipal body and the Poor Law Guardians, it being essential to keep the method and place of administration of relief under the Act absolutely distinct from the Poor Law, as the slightest connection with the Poor Law appears to have a demoralising effect upon the recipients of relief, besides deterring deserving cases from applying.

*The Colony System.*—The present labour colony system is such as to render the men employed at the colonies dissatisfied and to foster idleness and a mutinous spirit. The dissatisfaction arises chiefly from the weekly dole of sixpence made to every man—irrespective of his capacity and diligence—to the idle and the industrious alike. The separation of a man from his wife and family appears to tend to make him feel that he is relieved of the natural responsibilities that should be his solely. The men also appear to think that, as they are the recipients of charitable relief, they are receiving no more but rather less than they are entitled to, and that they are being martyred whilst their dependants are reaping more than their fair share of benefits, and that they are being forced to work for money to which without working they are entitled.

The remedy for the above state of affairs appears to be—(a) To restrict the colony system within the smallest possible limits, and even then to amend it in certain particulars so as to place the conditions of labour on a more natural and more economic basis. For example, the amount of pecuniary relief granted to a man and his dependants should vary with the amount of labour performed by that man; he should be paid a proportionate wage (out of which a certain proportion should be deducted and remitted to his dependants); the conditions of his life while employed on the colony would then vary in like manner. (b) To extend and advertise as widely as possible the system of labour bureaux, and, as under the present Act, when work under their agency has been found for an



## QUESTION 2.

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**PADDINGTON**—*cont.*

unemployed workman, to assist to remove his dependants to, and to find suitable accommodation for him and them in the locality in which work has been obtained for him. The advertisement of the system is necessary to ensure the benefit to be derived therefrom becoming known to those for whom it is intended.

*Age Limit.*—An age limit has been fixed at 45 for colony work. This, in the majority of cases, is far too low, and is a matter which should be left to the discretion of the Committee which considers each individual case.

*Poor Law Relief.*—There seems to be a doubt as to whether Poor Law relief, after application has been made, acts as a disqualification. Provision for this should be made in the Act, as it is obviously unfair that an unemployed workman who has, through pride, delayed application for relief under the Act until circumstances force him to do so, should, after application has been made and while waiting for relief under the Act, be disqualified from receiving it, owing to the fact that he is obliged to seek relief from the Poor Law to maintain life.

**POPLAR.**—(a) *Collective answer from Distress Committee.* Experience has taught the Distress Committees how to work and how best to classify men and women who apply for work. Having gained the experience, it is suggested that more powers be given them, in the event of the renewal and amendment of the Act. First of all, might not the labour exchanges be run in conjunction with the Distress Committees, and is it necessary to have a Central Body at Temple Chambers? It is possible to save all that cumbersome and very expensive machinery, if there could be established a public works and labour department by the central government. This department should schedule what public works were necessary to be done. Works such as the construction and improvement of main roads throughout the country, reclamation and coast protection, afforestation, labour colonies, and agricultural work generally; this latter work to be done in conjunction with the Board of Agriculture and the Department of Crown Lands and Forests. The function of the Distress Committees would then be merely to supply men, and the test for each man should be his willingness and ability to do the work required. As to the very obvious question as to what is to be done with the man who, with wife and children, is unable to do the work, either through *laziness* or *drunkenness*, there should be established a kind of colony (a strict disciplined detention colony) grading principle, to which, after a trial on the ordinary works, these people should be sent for a period of detention. They could be committed for such period of detention either by a Magistrate or a special tribunal. But such colonies should be placed where men and women could be trained into independence. The idea of mere punishment is of no use at all. Hope must be revived in some way, and this can only be done by there being a certainty that by good behaviour a pathway to independence could be made.

*Detention Colony.*—All vagrants, beggars, and habitual drunkards (men and women) should be immediately sent to the above, and on leaving should be given employment (*and not lost sight of*). This colony would be the salvation of a large number of men who, having had very long periods of unemployment, and deteriorated accordingly, could never reclaim themselves, and drifted into their present predicament.

(b) *Answer by Mr. W. G. Martley, M.A., Member of the Distress Committee.*

There can be no good administration without careful discrimination between applicants, but such discrimination can only be secured by personal local inquiry of a sympathetic kind. Hard and fast rules (whether in the Act or enacted by the L.G.B.) are a great hindrance to effective working:—

(1) *e.g.*—The provision that no man may be helped more than two winters running.



**QUESTION 2.**

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**POPLAR**—*contd.*

(2) The regulation that an applicant must not have received parish relief for 12 months prior to application.

(3) The residential test when moving out of one Distress Committee area into another.

(Persons moving out of non-scheduled areas into scheduled areas would remain disqualified as at present.)

At present only work can be offered under the Act, and it is illegal to advertise on behalf of individuals to redeem tools, or to provide them, or to give necessary boots or clothes to men seeking work in the open market. It is desirable that much greater discretion should be given in these directions.

Powers should also be given to Distress Committees to associate voluntary agencies with their work, and to delegate special branches of it (when desired) to such agencies. The powers of the L.G.B. should be strictly defined. It should not be possible for the President to veto the carrying out of any part of the Act by a local Committee. In many places women have been practically excluded from the benefits of the Act by the action of the L.G.B.

Various larger questions must also be eventually considered, and evidence is being submitted on them to the Royal Commission. It seems of little use to discuss them at present.

(c) *Answer by Mr. G. Lansbury, Member of the Distress Committee.*

The only effective manner in which to amend the Act is:—

(1) To make the Distress Committee a Committee of the Borough or Town Council with power to co-opt a certain number of outsiders. Give this Committee power to control Labour Exchanges, Register Unemployed, and organise and co-ordinate charities, etc.

(2) The Central Body for London would not be needed if the following were carried out.

(3) Set up a National Public Works and Labour Department. This Department to have control of Foreshores, Waste Land, Crown Lands, Main Roads, provision of light railways, etc. It should organise all national work on ordinary normal lines, and the Distress Committees, instead of sending men to the Central Body, would send them to the nearest public works available. NO test except ability and willingness to work. If this were done AMATEUR COMMITTEES WOULD NOT BE ENGAGED IN THE TASK OF RUNNING WORKS THEY KNOW NOTHING ABOUT. Give this new department the power to acquire land, to establish colonies for all classes, from Vagrant upwards, co-operative agriculture, etc. The main thing I would aim at is to secure first, that all unemployed are registered, and second, that all men have an opportunity for useful work.

(d) *Answer by Rev. H. Mosley, Member of the Distress Committee.*

In my opinion, Mr. Burns' decision not to allow the Colony at Hollesley Bay to be used as a genuine training ground for market gardening and agriculture life is disappointing, and disastrous. If any renewal of the Act, such a possibility ought to be kept in view. For the men who are selected for colony to have to return to the labour market in London is a sheer waste of time and opportunity. If a careful selection of men is made, the colony at Hollesley Bay should become of national educational value with a view of fitting picked men for the land.

I am not in favour of the total removal of the Poor Law disqualification, though certain exceptions might be made forthwith.

## QUESTION 2.

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**POPLAR**—*cont.*

(e) *Answer by Mr. J. H. Banks, Member of the Distress Committee.*

By the creation of a National Department for the organisation of work of national utility. Extended powers to Distress Committees. Grant from National Exchequer annually, to undertake necessary works for public benefit. Extension of small holdings, farm colonies, etc., in order to train the town worker for agricultural work.

(f) *Answer by Mr. A. A. Watts, Member of the Distress Committee.*

(1) Delete references to voluntary funds being supplied (Clause 6, Section 1). Men ought not to depend upon charity in getting work.

(2) Provision from the rates, and the rate should not be limited to a halfpenny or a penny. There does not appear to be this limitation in the Counties and County Boroughs. (See Clause 2, Section 3.)

(3) Special provision of factories, workshops, etc., as well as farm colonies, as it is uneconomical to put skilled men to general labour.

(4) Emigration not to be considered, unless applicant expressly desires it, but employment to be provided in this country.

(g) *Answer by Miss C. Grant, Member of the Distress Committee.*

Any renewal of the Act or new Act should be infinitely bolder than the present one.

(1) Some national effort should be made, *e.g.* to provide a large definite piece of work, to which all able-bodied applicants for relief should be sent.

(2) There should be a close relationship between this work and the ordinary employers of such men, where possible, so that definite arrangements could be made when work with the latter opened.

(3) Grades of colonies should be established, where vagrants, beggars, etc., should be at once sent, and the law against giving to beggars should be made more severe. It is England's citizens who create England's beggars.

N.B.—I can only suggest drastic measures, because I so plainly see that so far we have only tinkered at the problem.

(h) *Answer by Mr. S. J. Jefferson, Member of the Distress Committee.*

(1) The poor belong to the nation, and their burdens should be a national obligation.

(2) The halfpenny rate is too little and should be increased.

(3) A National Labour Department should at once be instituted.

(4) The relief clause should be rescinded.

(i) *Answer by Mr. G. W. Robinson, Member of the Distress Committee.*

Government Works and Labour Department, and more powers to Distress Committees.

Delete the Relief Clause.

(j) *Answer by Councillor W. H. Jones, Member of the Distress Committee.*

(1) Willingness of applicant to work (sufficient guarantee).

(2) Set up a National Works Department.

(3) Relief clause should be struck out.

NOTE.—References made in this Volume and in the Reports of the Commission to the pages of this Volume are to the page numbering in brackets.



## QUESTION 2.

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**ST. MARYLEBONE.**—It would probably be an advantage if it were made clear that the State is not in a position to undertake to provide work for unemployed people, and that the machinery under the Act should only be invoked when distress was shown to be quite abnormal and when existing institutions, both charitable and Poor Law, were found incapable of meeting the distress.

**ST. PANCRAS.**—(1) (a) Power should be given to Local Authorities to initiate public works in seasons of exceptional distress, and Sec. 1, Sub-sec. 6 (a) of the Act (forbidding the payment of wages out of other than charitable contributions) should be repealed. (b) It should be enacted that where a local authority undertakes any public work, with the sanction of the Local Government Board, in order to provide for the unemployed in its area, but where, owing to the limitation of the distress rate to one penny, the amount thus available is insufficient to enable the Distress Committee to pay an adequate contribution to the cost, the Treasury shall make such grants to the local authority as shall make up the deficiency. (c) The Government and the Chancellor of the Exchequer should be urged to set aside such money as is necessary to form a capital sum to be expended (during periods of exceptional distress) in national public works for the unemployed, such as afforestation, reclamation of foreshores and waste lands, and the building of harbours of refuge, and on grants to Local Authorities as suggested above.

(2) Power should be given to the Central Body to provide, at labour colonies, efficient agricultural training for selected men (not to be restricted to a period of sixteen weeks), and to establish them on allotments, if desirable.

(3) Provision should be made in the Act that by special resolution of a Distress Committee the receipt of Poor Law relief shall not disentitle an applicant from benefiting under it.

(4) Some provision by the State should be made for afflicted, blind, or deaf persons, who should be given suitable work to enable them to earn their living.

**SHOREDITCH.**—The Committee consider that the question is a national one.

**SOUTHWARK.**—At present at the end of the period of work (sixteen weeks given under the Act) the man is as badly off, if not worse, than before. He has not been helped towards permanent employment, his family have been kept only just above starvation limit, therefore the Act requires amendment in the direction of aid towards permanence of work.

The Committee suggest the creation of a Government Department for providing work of a permanent nature.

**STEPNEY.**—(1) By extending the powers for training and testing men for emigration.

(2) By adding power to punish men who refuse work.

(3) Classification to be thorough and uniform.

(4) Boys before leaving school should be “advised” to enter a trade. The educational authority to be under a statutory obligation to interview parents for this purpose.

**STOKE NEWINGTON.**—It is desirable to so amend the Act as to secure as far as possible that the administrative expenses are kept down to the lowest minimum compatible with efficiency, and that overlapping and duplication of work between the Central Body and the local Distress Committees are avoided.

## QUESTION 2.

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**WANDSWORTH.**—The Act should be amended so that all approved applicants could be set to work, that the Government should provide some extensive scheme of afforestation for this purpose. Power should also be obtained to deal with bad characters, idlers, and men who were born lazy, so as to detain them in labour colonies.

**WESTMINSTER.**—By giving more power to Local Authorities to deal with its own unemployed during periods of exceptional distress.

**WOOLWICH.**—*Emigration* should be retained, but placed under the direct control of a central emigrating authority, who should endeavour to do more than merely land the emigrants on the other side.

*Migration* should be retained but extended to the United Kingdom.

*Farm Colonies.*—The present system by which it is impossible to make use of the experience acquired by the men on the colonies renders this portion of the Act at present practically useless. More ample powers should be given to farm colonies by permitting land to be acquired by authorities under the Act for settlement in allotments, market gardens, etc., by those men who have been first trained on the farm colonies.

*Labour Bureaux* should be extended over the whole country but be under the control of a Government Department, and the standard of wages prevailing in the district should not be depressed thereby.

The Act should be further amended :—

(1) By the establishment of national works under the control of a Minister of Labour, provision for which should be made out of the National Exchequer. (The Committee were not unanimous on this point.)

(2) By transferring its administration to County and Municipal Authorities.

(3) By the provision for substantial grants from the Imperial Exchequer in aid of approved schemes.



## QUESTION 3.

What method of investigating the cases of applicants is pursued by your Committee?

**CENTRAL (UNEMPLOYED) BODY FOR LONDON.**—No direct investigation is undertaken by the Central Body, all investigation being carried out by Distress Committees, who register all applicants.

**CITY OF LONDON.**—By personal inquiries made by an experienced officer specially appointed.

**BATTERSEA.**—The record papers are first sorted into three classes according to *prima facie* distress. The first class is then investigated by visiting the house; obtaining references, etc.

**BERMONDSEY.**—Investigating clerks visit the men and their homes, and make careful inquiries generally, including a reference to the men's late employers.

**BETHNAL GREEN.**—(1) Reference letters from, or inquiry of, employers, covering at least twelve months previous to application.

(2) Inquiry as to Poor Law relief within the same period.

(3) Inquiry of Charity Organisation Society.

(4) Visit to the home.

**CAMBERWELL.**—Inquiry of relieving officer. Visit to the homes. Employers' references. Private information where possible.

**CHELSEA.**—By verifying information given with landlords and former employers, and a home visit.

**DEPTFORD.**—Verification of statements made by applicant. Personal interview (where possible) with previous employers, and in other case by inquiry through post. Home visit and general local inquiries. Applicants are also interviewed by sub-committee.

**FINSBURY.**—The applicant's statement of his circumstances is recorded on a form, and these statements are considered by a classification committee. If on the face of the record it appears the applicant is ineligible, he is at once informed; the other cases are classified as (1) preferential, (2) waiting, the preferential being those whom the Act was primarily intended to benefit, or persons of good character with dependants, who were formerly employed in seasonal work or occupations of a casual nature. The waiting class were persons without dependants and of good character.

**FULHAM.**—After registration of applicant, a personal interview by investigator at homes, and subsequently interviewed by the Committee, and classified.

**GREENWICH.**—(a) By personal visits of the inquiry officer to the abodes of applicants.

(b) By investigations (by post and personal interviews) into the references given by the applicants.

**HACKNEY.**—Paid inquiry officers were employed to visit the homes of the applicants and report upon the condition of the home and the circumstances of the family. The applicants' late employers were communicated with, by a personal visit where possible, otherwise by post. The names of applicants were submitted to the relieving officers for the purpose of verifying the statement as to receipt of Poor Law relief. Finally, the applicants were requested to attend before the classification committee, when their cases were inquired into and decided upon.

## QUESTION 3.

**What method of investigating the cases of applicants is pursued by your Committee?**

**HAMMERSMITH.**—The home is visited by the paid officer of the Committee, with a view to verifying the address, etc. Statements *re* work are authenticated by reference to employers or by applicant supplying a written reference.

**HAMPSTEAD.**—Cases are investigated and the statements of applicants verified by (a) personal or written applications to the employer, and in cases of emigration by personal references and by interviews with applicants; (b) visits to the homes of applicants by voluntary workers authorised by the committee; (c) reference to the relieving officer.

**HOLBORN.**—Personal inquiry by an experienced paid officer. It is suggested that some system of intercommunication between Distress Committees is desirable for facilitating inquiry outside the district in which an applicant resides.

**ISLINGTON.**—By paid investigators, who visit the homes and report upon the general surroundings, and also obtain references from employers.

**KENSINGTON.**—The cases are carefully investigated by an officer appointed for the purpose and the applicants are interviewed by a sub-committee before being recommended for employment.

**LAMBETH.**—A preliminary inquiry is made of the relieving officer to see that no disqualification exists on the grounds of parochial relief. The home is visited by a paid officer, who reports upon the conditions existing, and verifies the statements as to residence, family, etc., made by applicant at the office. A reference is also taken up from the last employer—or if the period thus covered is a very short one, from the employer under whom applicant worked longest during the period covered by the record paper. The case, thus investigated, is then considered by the Committee and classified as is thought proper.

**LEWISHAM.**—The instructions of the Central Body have been obeyed.

**PADDINGTON.**—The applicant applies in person at the Distress Committee office, and furnishes particulars from which the clerk fills up the application form. The house is visited by the investigator, and the landlord questioned about the applicant's character. Letters of inquiry are written to the employers named by the applicant, and also to other persons whom he may have named as being able to give evidence as to his character. Sometimes the investigator visits persons who may be able to give further information as to the applicant. Finally the applicant appears before the Distress Committee and is questioned by the members.

**POPLAR.**—The common-sense method of verifying the applicant's statements as to his previous employment, and visiting his home, and verifying the number and circumstances of his family. Character is a secondary consideration, ability and willingness to work coming before it.

*Routine.*—(1) Visit of home: see the wife, and ask for the rent book, verify the amount of weekly rent, also the time they have occupied the rooms or house, see the rooms and note state of them and how furnished. (2) Verify number of children, and note their condition. (3) When possible interview applicant's employer, make inquiries at previous addresses (information from tradesmen and others where possible).

Special attention is paid to the following points when visiting and finding neatness and cleanliness missing—(1) Conditions under which they are living; (2) attention given by the parents to the children; (3) period since last employment; (4) work done by wife (if any); (5) what opportunities they have had to practise thrift; (6) the present prospects, and if once in a better position.

Clear information is very desirable, and the statements might well be fuller (on the other hand the forms require simplification).

All information collected is read to a classification committee, which also sees and interrogates the applicant.

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**QUESTION 3.**

**What method of investigating the cases of applicants is pursued by your Committee?**

**ST. MARYLEBONE.**—The inquiry is made by an agent, employed by the Committee, who visits and also inquires by letters. He is aided in certain districts by voluntary helpers, and obtains information where possible from the local Charity Organisation Committee, the relieving officers, and any other sources of information. 15

**ST. PANCRAS.**—(1) Relieving officer consulted to ascertain whether poor relief has been received.

(2) Home visited, particulars as to residence, rent, and number of children verified. State of home reported on. Its comfort, cleanliness, etc. Report made on respectability and sobriety of applicant and wife, their care of children, efforts for thrift, etc., and the suitability of applicant for work likely to be offered.

(3) Last employer consulted for confirmation of applicant's statements and to ascertain character and ability as a workman.

In emigration cases, in addition to the above, the marriage certificate is seen, and the willingness and suitability of wife to emigrate ascertained; while references are obtained from (a) landlords for the past two years; (b) employers for the past two years; (c) personal reference.

**SHOREDITCH.**—Strictly according to the rules of the Central (Unemployed) Body.

**SOUTHWARK.**—As laid down by the Central (Unemployed) Body for London.

**STEPNEY.**—Home visit. References to employers, Charity Organisation Society, relieving officer, clergy, school. Visit to previous address. Personal reference.

**STOKE NEWINGTON.**—An inquiry officer appointed by the Committee visits the homes of the applicants and where possible interviews the employers.

**WANDSWORTH.**—Applicants call at office and answer questions in form supplied by the Local Government Board. Paid investigators call at the homes and on previous employers to verify statements made. Applications are divided into three classes: preference, eligible, and unsuitable.

**WESTMINSTER.**—Investigators are employed to visit the home of the applicants and report on the general condition of the surroundings, the statements made by the applicant when registering his name are verified, and references are obtained by letter from the applicant's last employer, and some other responsible person.

**WOOLWICH.**—Cases are dealt with as follows:—The applicant's statement is taken down at the office by one of the officers or a member of the Committee, the home is visited, references are obtained from his late employer and from a private individual, and upon the above information he is placed by the committee in one of the following classes:—

- 1a. Able-bodied married or single men of good character with dependants.
- 1b. Single men of good character without dependants, or able-bodied married men rather below the standard of 1a.
- 1c. Married men of good character unfit for ordinary work, or cases in which distress is not urgent or exceptional.
2. Disqualified by Poor Law connection or unsatisfactory record.

## QUESTION 4.

**Has it been found possible to give preference to particular classes of applicants in accordance with the Local Government Board Regulations, and, if so, to what extent?**

**CENTRAL (UNEMPLOYED) BODY FOR LONDON.**—Preference has always been given by the Central Body to applicants entitled to it under the Regulations of the Local Government Board. The necessity for this has been repeatedly impressed upon the Distress Committees, although it has not always been possible to fill the vacancies due to them by *bona fide* preference cases owing to the insufficiency of such cases.

**CITY OF LONDON.**—Yes; practically all cases in the first class were dealt with, but the number of these was small.

**BATTERSEA.**—Other things being equal the classes referred to are given preference.

**BERMONDSEY.**—Not to a great extent. We have endeavoured to carry out the Local Government Board Regulations and the injunctions of the Act itself.

**BETHNAL GREEN.**—Yes. All vacancies allotted to the Committee have been filled in accordance with these Regulations. The vast mass of applicants were not mechanics, but casual labourers.

**CAMBERWELL.**—Yes. All cases that were recommended were classed as preferred and eligible and ear-marked for farm colony, labour colony, park work, and light or suitable work.

**CHELSEA.**—Yes; but not to any extent.

**DEPTFORD.**—Yes; but not to a large extent.

**FINSBURY.**—The number of persons for whom the Act was primarily intended to benefit being so small, the Committee recommend for work those applicants who appeared to be the most deserving.

**FULHAM.**—Occasional preferential recommendations to the Central Body in cases of extreme destitution.

**GREENWICH.**—The Committee have differentiated between “eligibles” and “ineligibles” and those to be preferentially treated as far as it has been practicable to do so.

**HACKNEY.**—To no great extent.

**HAMMERSMITH.**—Yes, to some extent; but it is considered that in face of the large number of honest workmen who are only able to obtain casual work that they should not be debarred from preference.

**HAMPSTEAD.**—The Committee have adhered as far as possible to the Regulations laid down in the Orders issued by the Local Government Board (Art. II. Principal Regulations), but they have found considerable difficulty in determining preference on the ground of regularity of employment, owing to the fact that so large a percentage of applicants are general or special trade labourers whose work is irregular and of a casual nature. The low wages such men receive has also rendered it difficult to determine preference on the ground of thrift.

**HOLBORN.**—No. (*See answer to Question 5.*)

**ISLINGTON.**—Only in a very few instances, viz., where an applicant was found in great distress or had been in regular employment and lost same through no fault of his own.



**QUESTION 4.**

**Has it been found possible to give preference to particular classes of applicants in accordance with the Local Government Board Regulations, and, if so, to what extent?**

**KENSINGTON.**—So far as possible the Committee have complied with the requirements of the Regulations. Practically all applications received are from casual labourers or others engaged in seasonal trades.

**LAMBETH.**—To a limited extent.

**LEWISHAM.**—The instructions of the Central Body have been obeyed.

**PADDINGTON.**—The Paddington Distress Committee from the first was very careful strictly to comply with the Local Government Board Regulations with regard to selection of applicants, with the result that out of 289 applicants up to 31st March, 1906, 167 were rejected.

The Paddington Distress Committee are of opinion that the strictness of the application of the Local Government Board Regulations in Paddington has greatly diminished the number of applicants.

**POPLAR.**—Efforts have been made to weed out very old and very young applicants, and single men have not been helped unless supporting dependants or seeking emigration.

Efforts have also been made to assist those whose chances of obtaining employment in the open market has seemed to be small, rather than those whose chance has been better.

Wage earners have been given a preference over dealers whose exact circumstances it is often difficult to ascertain.

Physical fitness has been taken into consideration. Men physically unfit, have been left mostly to charity or the Poor Law.

It has been found very difficult to assist clerks and persons of sedentary trades. Rough labouring work is not suitable for such people, and the Committee has had nothing else to offer.

**ST. MARYLEBONE.**—In this borough it has not been found practicable to exclude casual labourers or seasonal workers, the inquiry being based upon (1) character, (2) unemployment, and (3) readiness to take any work offered.

**ST. PANCRAS.**—Yes. Work is first offered to those placed in the preferred class (*see* Regulation 10th October, 1905, Art. II.). Many more are placed in this class than can be offered work.

**SHOREDITCH.**—Yes, entirely.

**SOUTHWARK.**—No.

**STEPNEY.**—Yes, but the number of preference cases has never been equal to the number of vacancies available. Vacancies have been filled from other classes.

**STOKE NEWINGTON.**—No.

**WANDSWORTH.**—Preference has always been given to those of good character and thrifty having the largest number dependent upon them.

**WESTMINSTER.**—Only a very few preferred cases have been selected and sent to the Central Body, as the majority of applicants are those employed in seasonal trades and are always unemployed during the winter months.

**WOOLWICH.**—Yes. All applicants have been classified and thus, in practice, help has been only available for Classes Ia. and Ib. (*See* Answer to Question 3.) In the latter class assistance has taken the form of emigration and migration only.

## QUESTION 5.

Is preference given to any classes of applicants other than those specified in the Local Government Board Regulations?

**CENTRAL (UNEMPLOYED) BODY FOR LONDON.**—Preference to other classes has only been given when Distress Committees have not had the requisite number of *bona fide* preference cases referred to in No. 4. In such cases the applicants possessing qualifications nearest approaching to those entitled to preference have invariably been approved.

**CITY OF LONDON.**—No.

**BATTERSEA.**—No.

**BERMONDSEY.**—We have been able to prefer a few cases which came fully within the scope of the Act, but the greater proportion of the applicants are casual labourers.

**BETHNAL GREEN.**—No.

**CAMBERWELL.**—No.

**CHELSEA.**—No.

**DEPTFORD.**—In cases of applicants of good moral and industrial character the number of dependants is taken into consideration.

**FINSBURY.**—Applicants recommended for work were those who after inquiry were found to be of good character and had a wife, child, or other dependant, and were able to do such work as the Central (Unemployed) Body for London provided.

**FULHAM.**—No.

**GREENWICH.**—No.

**HACKNEY.**—Frequently this Committee felt compelled to recommend as preference cases men who were ineligible under the Act, owing to the exceptional and urgent need of the applicant.

**HAMMERSMITH.**—No.

**HAMPSTEAD.**—The number of dependants has been taken into consideration, also the amount and character of existing distress.

**HOLBORN.**—The majority of the applicants in this borough are unskilled labourers not provided for by the Act, *i.e.*, costermongers, Covent Garden porters, etc. A considerable proportion of these, for instance costermongers, are regular and consistent workers and in our opinion deserving of assistance, but they are rejected on the ground that they are casual workers. These men adapt themselves to the different seasons, and follow their occupation from year to year with unfailing regularity. They require skill and experience to deal with the market, and are in the widest sense as much regular workers as, say, jobbing painters or plumbers.

**ISLINGTON.**—No.

**KENSINGTON.**—Preference has been given to able-bodied married men with large families.

**LAMBETH.**—Yes. All things being equal, to those cases where the greater distress exists, and the larger families.

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**QUESTION 5.**

**Is preference given to any classes of applicants other than those specified in the Local Government Board Regulations?**

**LEWISHAM.**—No.

**PADDINGTON.**—No.

**POPLAR.**—I know of none.

**ST. MARYLEBONE.**—No preference is given in practice to any class. Preference would be given to those joining any sick club or trade society, but as a matter of fact the number is so small joining either as to obviate much preference being possible.

**ST. PANCRAS.**—Preference is given to those applicants, placed in the preferred class, whose poverty is extreme, who have many children, and whose wives are not wage earners.

**SHOREDITCH.**—No.

**SOUTHWARK.**—No.

**STEPNEY.**—No.

**STOKE NEWINGTON.**—No.

**WANDSWORTH.**—Certainly not.

**WESTMINSTER.**—No.

**WOOLWICH.**—No.

**QUESTION 6.**

**Has the provision of work under the Act tended to attract people from outside areas, notwithstanding the residential qualification required?**

**CENTRAL (UNEMPLOYED) BODY FOR LONDON.**—For Distress Committees to answer.

**CITY OF LONDON.**—No.

**BATTERSEA.**—Not as far as is known.

**BERMONDSEY.**—Apparently, no. Many of our previous applicants were greatly disappointed that no work was found for them last year, and doubtless a considerable number did not apply again this year. We also note that we had about 500 less applications this year than last.

**BETHNAL GREEN.**—Not directly.

**CAMBERWELL.**—No.

**CHELSEA.**—Yes, but in a very small degree.

**DEPTFORD.**—No.

**FINSBURY.**—The Committee do not find that this has been the case.

**FULHAM.**—No. Only about two cases out of 4,000 known to the investigator.

**GREENWICH.**—No. Because the work provided was so meagre, owing to the Regulations governing the Committee hampering them in their work.

**HACKNEY.**—No.

**HAMMERSMITH.**—Only to a very small extent.

**HAMPSTEAD.**—No.

**HOLBORN.**—This has not been noticeable. The fact of Holborn having been given the lowest percentage of working allotments by the Central (Unemployed) Body may have some bearing upon this.

**ISLINGTON.**—No.

**KENSINGTON.**—No. The provision of work was not sufficient to attract men into the district.

**LAMBETH.**—No.

**LEWISHAM.**—No.

**PADDINGTON.**—No.

**POPLAR.**—No.

**ST. MARYLEBONE.**—No sign of this is seen.

**ST. PANCRAS.**—No.

**SHOREDITCH.**—Not to any noticeable extent.

**SOUTHWARK.**—No.

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**QUESTION 6.**

**Has the provision of work under the Act tended to attract people from outside areas, notwithstanding the residential qualification required ?**

**STEPNEY.**—No.

**STOKE NEWINGTON.**—Not to the Committee's knowledge.

**WANDSWORTH.**—Not in the Borough of Wandsworth.

**WESTMINSTER.**—Not that the Committee are aware of. Certainly not in this city.

**WOOLWICH.**—No.

**QUESTION 7.**

**What provisions of the Act have been found most useful?**

**CENTRAL (UNEMPLOYED) BODY FOR LONDON.**—See answer to Question 1.

**CITY OF LONDON.**—Emigration.

**BATTERSEA.** ———

**BERMONDSEY.**—Doubtless to the better class of workman, emigration, which certainly is a pity, some of our emigration cases being really good, honest, industrious workmen, who decidedly ought to be kept here if possible.

**BETHNAL GREEN.** ———

**CAMBERWELL.**—That providing for farm colonies and labour colonies, and that for assisting single men and men with wives and families to emigrate to Canada and to migrate to other parts of the country.

**CHELSEA.**—Aiding migration of the best class of distressed unemployed man or woman.

**DEPTFORD.**—The provisions of the Act have been found generally useful.

**FINSBURY.**—The principal advantage of the Act has been to provide reliable statistics as to the number of persons unemployed in the area, and to find employment for a few men.

**FULHAM.**—None.

**GREENWICH.**—No one provision of the Act has been more useful than another. The whole Act itself has been utterly inefficient to deal with requirements.

In the case of those physically fit the Committee strongly recommend that some labour test should be applied before relief is granted.

**HACKNEY.**—Labour exchanges, labour colonies, parks and open spaces, and emigration.

**HAMMERSMITH.**—Central establishment charges.

**HAMPSTEAD.**—*Vide* reply No. 1. The labour colony at Hollesley Bay has been found most useful in improving the physique and morale of the men, but it is felt that farm colony work should lead to permanent settlement on the land.

The provision of work in or about London, although insufficient, was encouraging in time of slackness, and prevented the breaking up of many homes and recourse to the Poor Law.

**HOLBORN.**—The provisions dealing with emigration seem to have been most effective, which, in our opinion, is a matter for regret.

**ISLINGTON.**—Provision of work at farm and labour colonies. Migration and emigration, but the Committee do not consider that sufficient employment has been provided to make the Act workable.

**KENSINGTON.**—Those relating to emigration.

**LAMBETH.**—Those provisions entailing the establishment of farm and labour colonies, and of women's workrooms; and the provisions in reference to emigration.

**LEWISHAM.**—See answer to Question 8.

**PADDINGTON.**—It is difficult to say which are the most useful, but two of the least useful provisions are those which are referred to in reply 2, namely, the Poor Law relief disqualification and the age limit of 45 at Hollesley Bay.

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## QUESTION 7.

What provisions of the Act have been found most useful?

**POPLAR.**—(1) Central administration admitting of (a) uniform rating (the power to rate is absolutely necessary); (b) economical administration; (c) carrying on large experiments, *e.g.*, Hollesley Bay; (d) educating public opinion.

(2) The power of providing employment without disqualification

(3) The establishment of labour exchanges.\* There should be a national system, but even the present partial one will be of use.

(4) The powers of migration and emigration.

*Suggestions.*—The method of insurance seems to deserve encouragement. Might not means be found by which men registering their names at a labour exchange should, on obtaining employment, insure at the exchange against future risk of unemployment?

Some way should be found to deal with applicants of sedentary trades more effectively than by offering them labouring work.

**ST. MARYLEBONE.**—The employment exchange may be very useful, but it has not been sufficiently established to enable any sure opinion at present.

The emigration work has had the advantage of being a really adequate and effective form of relief so far as the selected cases dealt with were concerned.

**ST. PANCRAS.**—Sec. 1. (1) Establishing an authority to deal with the unemployed question.

Sec. 1. (4) Giving power to establish labour exchanges.

Sec. 1. (5) Giving power to emigrate or migrate persons or to provide them with temporary work (especially labour colonies and workrooms for women).

Sec. 1. (6) (a) (iii). Giving power to acquire land.

Sec. 1. (7) Providing that the provision of work shall not disqualify an applicant as an elector.

**SHOREDITCH.**—Colony work and small holdings.

**SOUTHWARK.**—Emigration and farm colony.

**STEPNEY.**—Emigration.

Hollesley (1) as a training for emigration; (2) as an experiment in "home-colonisation" so far as the experiment has been allowed to proceed.

**STOKE NEWINGTON.**—The provision of work locally in the London County Council parks and the emigration branch have in the opinion of the Committee both been very successful, and the Committee thoroughly agrees with the working of the Act so far as it has provided for the wives and children being maintained in their own homes whilst the husbands have been away on the farm colonies and so saved the homes from being broken up. The Committee also supports the system of payment under which the men's earnings per week have been less than they would probably have received from a private employer, which has tended to prevent the men from regarding the work as permanent.

**WANDSWORTH.**—Emigration, and relief work provided by the London County Council and Borough Councils.

**WESTMINSTER.**—The Committee are unable to say that any of the provisions of the Act have been found more useful than another, as in their opinion the Act has not been administered in the spirit in which it was intended, and has not been in any way a remedy for the finding of employment to any material extent and that it has been a costly experiment.

**WOOLWICH.**—Emigration and migration.

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\* Amalgamate with Distress Committees.

**QUESTION 8.****Separate Observations.****CENTRAL (UNEMPLOYED) BODY FOR LONDON.** ———**CITY OF LONDON.** ———

**BATTERSEA.**—The winter distress appeared to be less acute than during the previous winter, only two-thirds of the number registering. A better class of men, however, appeared to register this season.

As in the case of the previous winter, the arrangements made by the Central Body for providing work came into force much later than should have been the case. The Borough Council and the Distress Committee are of opinion that when distress due to unemployment is to be relieved, the best way is to carry out local schemes of work such as that arranged last year in laying out the Latchmere Estate Recreation Ground (adjoining Battersea Park Road). This winter the Central Body invited schemes of local work, but not until 28th December. The Battersea Distress Committee, however, had already submitted a good scheme to the Central Body (12th December), but that Body, after two months' consideration and without alleging any reason, declined to accept it or to contribute anything towards it (15th February), although a balance of more than £800 was due to Battersea from last year's allotment. Since then the vacancies allotted from time to time by the Central Body on work in parks, farm colonies, etc., have been utilised for providing work for Battersea cases, but the two months' delay above referred to entirely disorganised distress relief under the Unemployed Workmen Act during the first half of the winter with regard to this Borough, so much so that the Borough Council felt compelled after a time to put in hand other work (a loan of £2,964 was obtained from the London County Council for paving) to compensate for the unnecessary delay, etc., that was occurring, those applicants whose cases were the most deserving and who had been waiting longest. The Borough Council and the Distress Committee are strongly of opinion that for the second winter in succession the Central Body has failed to administer satisfactorily the Unemployed Workmen Act, and that such central work for London as may be necessary could be better and more economically carried out by either the Local Government Board or the London County Council.

**BERMONDSEY.** ———**BETHNAL GREEN.** ———**CAMBERWELL.** ———**CHELSEA.** ———**DEPTFORD.** ———**FINSBURY.** ———**FULHAM.** ———**GREENWICH.** ———

**HACKNEY.**—This Committee, while recognising the advantages of emigration as a palliative for unemployment, is strongly of opinion that any amendment of the Act making permanent provision for emigration should be accompanied by a strict enforcement of the Aliens Immigration Act, and, if necessary, of an amendment of same with a view to preventing the immigration of undesirable persons to this country.

This Committee is also of opinion that too large a number of ex-soldiers have applied to them for employment, and that upon leaving the service the men should receive the attention of the War Office.

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**QUESTION 8.****Separate Observations.**

**HAMMERSMITH.**—The Act is unsatisfactory. The local Committees are rendered powerless to give aid except through the Central Body.

The Chairman of Committee considers the local Committee should be allowed to remit the Poor Law disqualification at their discretion, as in some cases it acts very hardly on a man.

The expenditure is out of proportion to the benefits.

There are a large number of men who have nothing whatever against their characters as far as honesty is concerned, and who have been fairly good workers, but have drifted. Although they do want work, they do not want much of it, and are satisfied so long as they can get a bare existence. How should such be dealt with?

**HAMPSTEAD.** \_\_\_\_\_

**HOLBORN.** \_\_\_\_\_

**KENSINGTON.** \_\_\_\_\_

**LAMBETH.** \_\_\_\_\_

**LEWISHAM.**—(1) The operation of the Unemployed Workmen Act, 1905, in the Lewisham electoral area has been so far effective in the following ways:—

(a) It has brought into existence a system whereby people can gauge more correctly than hitherto the state of employment.

(b) It has enabled men to find work, and also, where desired, to emigrate to Canada and New Zealand.

The weaknesses that have been evident have been due to:—

(a) General lack of knowledge at the beginning of its operations.

(b) Some uncertainty as to the action that should have been adopted by the Central Body.

(c) Difficulties and delays in dealing with cases of urgency.

(d) Divided opinions of various Councils as to the exact powers of local Distress Committees.

(Questions 2 and 7.)—Amendment is necessary (if the Act be renewed) to give the local Distress Committees more administrative powers.

The provisions that have been found useful have been those provided for relief works. The full complement of men "allotted" has always been found. Others were ready to work had work been provided.

Means must be devised to prevent the money supplied to provide necessaries for the wife and children being sent to men at the "colonies."

The emigration clause has allowed this Committee to emigrate 63 families and 109 single men, making a total of 462 souls. Some persons have been migrated.

**PADDINGTON.** \_\_\_\_\_

**POPLAR.** \_\_\_\_\_

**ST. MARYLEBONE.** \_\_\_\_\_

**ST. PANCRAS.** \_\_\_\_\_

## QUESTION 8.

## Separate Observations.

SHOREDITCH. \_\_\_\_\_

SOUTHWARK. \_\_\_\_\_

STEPNEY. \_\_\_\_\_

STOKE NEWINGTON. \_\_\_\_\_

WANDSWORTH. \_\_\_\_\_

WESTMINSTER. \_\_\_\_\_

WOOLWICH. \_\_\_\_\_

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## PART II.—REPLIES FROM OUTSIDE LONDON.

### QUESTION 1.

**Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?**

**ASTON MANOR.**—The Act has not been put in force in this district since 1905 (September).

**BARNESLEY.**—No.

**BARROW-IN-FURNESS.**—I am unable to give an opinion, as all that my Distress Committee have done has been merely to register the names of the unemployed for the local authority, who have, as far as possible, found work in the shape of road improvements for those who have registered their names.

I may say that, at the present time, very few applications are being received.

**BIRKENHEAD.**—The Act in its working has been effective in showing which cases are deserving of help and which chronic idlers, but it entails a considerable expenditure of money without serving any really useful purpose. To be of any practical value it requires amending.

**BIRMINGHAM.**—The Committee are of opinion that the Act has secured employment for a number of men who were out of work from causes beyond their own control. Also that it has led to the acquisition of a considerable amount of valuable experience and information, but they do not see their way to express any corporate opinion on the policy of the Act as a whole.

**BLACKBURN.**—*Operations of Committee suspended.*

**BOLTON.**—Yes.

**BOOTLE.**—No.

**BOURNEMOUTH.**—Yes, subject to amendment.

**BRADFORD.**—The difficulty of finding suitable work for the applicants has tended to make the Act a failure in Bradford.

**BRIGHTON.**—Yes, subject to amendment as hereinafter mentioned.

**BRISTOL.**—Yes; the organisation and method of administering the relief are regarded as an improvement upon previous schemes for dealing with the unemployed; and many of the provisions of the Act should be retained and would justify its renewal in an amended form.

**BURNLEY.**—If it had not been for a grant obtained from the Queen's Unemployed Fund the Act would have been quite useless.

**BURTON-UPON-TRENT.**—Only partially so. Neither employers nor the skilled workers make use of the machinery of the Act. It has, however, to some extent provided a means of gauging the amount of unemployment in the town, and also of sorting out the unemployables among the applicants. It also has a tendency with certain workmen to lead them to rely on the operation of the Act every winter.

**BURY.**—Owing to the good condition of trade which has prevailed in the Borough since the Act came into force, and in consequence thereof there being only a small number of persons unemployed, the Distress Committee have not had a fair opportunity of judging as to whether the operation of the Act has been so far effective as to justify its renewal.

## QUESTION 1.

**Has the operation of the Unemployed Workmen Act, 1905 been so far effective as to justify its renewal?**

**CARDIFF.**—Act ineffective to a large extent owing to its non-providing funds for work.

**CHATHAM.**—No.

**CHELTHENHAM.**—Yes, with modifications as suggested under answer number 2.

**COVENTRY.**—A Distress Committee was formed under the Act, but it has been found unnecessary to take any steps for the relief of unemployed.

**CROYDON.**—Yes, with certain modifications. The Committee as constituted is too large. Would be better under the County Council and worked in connection with the labour bureau where such exists.

**DARTFORD.**—Yes.

**DERBY.**—Yes.

**DEVONPORT.**—This is a question as to which a great diversity of opinion exists.

**DUDLEY.**—Yes.

**EAST HAM.**—No; the Act to be effective must be supported entirely by national funds and not local.

**EDMONTON.**—Yes, in an amended form.

**ERITH.**—Yes.

**GATESHEAD.**—Not in its present form.

**GILLINGHAM.**—No.

**GORTON.**—No.

**GRIMSBY.**—It has enabled this Distress Committee to recommend deserving applicants for employment by the local authority who have invariably adopted such recommendations.

**HALIFAX.**—Certainly.

**HANDSWORTH.**—I beg leave to state that there has been little or no unemployment in Handsworth since the Act came into operation, and that having regard to local circumstances I am unable to offer any opinion as to whether the operation of the Act has been so far effective as to justify its renewal. The Committee have not provided any person with work under the Act. During the winter of 1905-6 only 28 applicants were registered. Of these 28 persons, 15 were provided with work by the local authority who employed the men to assist (as extra hands) in clearing away snow and cleansing streets, etc. All eligible men were offered similar work but several declined; other applicants found work for themselves.

There were no applications received during last winter (1906-7).

No money has been raised by voluntary contributions and £2 5s. only has been expended, and that was spent during the year 1906-7.

**HANLEY.**—In the opinion of the Committee the Unemployed Workmen Act, 1905, has utterly failed to solve the question of unemployment, and without some effective amendment the Committee feels assured that its renewal is not justified.

**HASTINGS.**—Subject to answer to No. 7. No.

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## QUESTION 1.

**Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?**

**HEYWOOD.**—Yes.

**HORNSEY.**—Yes, but the amount of possible expenditure in providing employment under the Act should not be dependent on voluntary contributions received.

**HUDDERSFIELD.**—No, not so far as Huddersfield is concerned. The registry office for unemployed has been closed as not being wanted since the 12th April, 1906.

**IPSWICH.**—The operation of the Unemployed Workmen Act, 1905, has been so far effective as to justify its renewal, with considerable modifications.

The great advantage of the Act has been the increase in the number of labour exchanges in the country. The measure would, however, be more effective if the establishment of a labour exchange in connection with every County Council, Corporation, and Urban District Council were made compulsory, and there were a Central Labour Exchange in London, not only for London, but for the whole of the country, to which every labour exchange should report periodically the state of trade within its own district, and which should impart such information to all the district labour exchanges, so that every Distress Committee should know what the state of trade was and where the need for labour existed in every other part of the country, and consequently where the unemployed labour in any town or district could be absorbed.

It seems to us also unfortunate that the Committee is called by the name of the "Distress Committee," inasmuch as that word gives outsiders the impression that it is a committee existing for the relief of distress from public funds, and thereby checks voluntary contributions. Some such term as the "Unemployed Committee" seems to us more advisable.

**KETTERING.**—In the opinion of this Committee the Act cannot be made effective by amendment, as it is utterly inadequate and of a make-shift character; but in the absence of really effective machinery it has served some small temporary purpose, mainly as a means of collecting information upon which further legislation may be founded.

**KING'S NORTON.**—No. Not in this district. The amount of distress has not been sufficient to justify the establishment of the elaborate machinery necessary to secure the proper working of the Act.

**KINGSTON-UPON-HULL.**—In the opinion of this Committee the Unemployed Workmen Act in its present form has not been so effective as to justify its renewal. If renewed much larger powers of dealing with unemployment should be given to the Distress Committees.

**LEEDS.**—Yes.

**LEICESTER.**—The Act has been worked for all it is worth, and has been useful as a means of providing machinery for registration, investigation, and classification of the unemployed, but the powers are too limited to be of use in providing work for the unemployed. The Distress Committee is not in favour of its renewal in its present form.

**LEYTON.**—The Act has afforded some relief, but owing to the absence of any provisions for the raising of funds for relief purposes the efforts of a Distress Committee are consequently more or less spasmodic.

**LIVERPOOL.**—The Committee are of opinion that to a certain extent, with amendment, the Act has in operation justified its renewal. There is no doubt that it has tended to separate the "unemployed" from the "unemployable," and in this respect the register is particularly valuable. It has been found also that the majority of the cases which have been dealt with by the Committee were

## QUESTION 1.

**Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?**

**LIVERPOOL**—*cont.*

unknown to the Poor Law guardians or the central relief and Charity Organisation Society. The Committee therefore believe that they have succeeded to a large extent in getting into touch with the honest and self-respecting man who is too independent to take what he considers to be charity. By the provisions of the Unemployed Workmen Act, 1905, he does not receive charity in the ordinary sense of the word, as he works for and earns all he gets.

**MANCHESTER**.—No.**MERTHYR TYDFIL**.—No.**MIDDLESBROUGH**.—Yes, but not in its present form.**MIDDLETON**.—No, not in its present form. The Committee having no funds to carry it out.**NEWCASTLE-UPON-TYNE**.—*See answer to Question 2.***NEWPORT (MON.)**.—Yes, to a certain extent, but should be subject to amendment.**NORTHAMPTON**.—Yes.**NORTHFLEET**.—This Committee was dissolved by its own resolution passed on the 17th January last, so I am unable to do as you desire.**NORWICH**.—Yes, as a palliative, but not as a remedial measure.**NOTTINGHAM**.—The labour bureau has been fairly effective. The emigration powers have been useful in a few cases. The provision of work, being dependent on voluntary contributions for wages, is impracticable under the present Act. Those who pay rates are reluctant to subscribe in addition. Without the grant from Queen Alexandra's fund the Nottingham Committee would have been powerless to provide work.

If the Act is renewed the powers should be entrusted to the City Council, who have knowledge of the works required by the city, and also have the means of carrying them out. They are also the authority responsible for levying the money expended in administering the Act. They should have power to spend money on the provision of work.

**OLDHAM**.—Not in its present form or on present lines.**PLYMOUTH**.—Yes. The Act has enabled the Distress Committee to provide work for a limited number of men who were out of employment owing to depression in the building and other trades, by this means helping them to prevent the breaking up of their homes, and to tide over a period of distress for themselves and their families. The relief afforded in this way by the operation of the Act justifies, in the opinion of the Committee, its renewal.**PORTSMOUTH**.—Although by no means entirely satisfactory, it might probably be well if, with some amendments, a further trial was given.**PRESTON**.—There having been no necessity in this borough to put in operation many of the provisions of the Act, we are not justified in expressing an opinion.**READING**.—Yes.**RHONDDA**.—The Rhondda Distress Committee have not yet had occasion to take any steps under the Unemployed Workmen Act, 1905, no application thereunder having been received.**ROCHDALE**.—The Act has only been useful for purposes of registration.

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## QUESTION 1.

**Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?**

**ROTHERHAM.**—Only so far as it enables the Council to obtain a record by registration of the number and class of persons out of employment.

**ST. HELENS.**—Yes, subject to certain improvements.

**SALFORD.**—(a) *Joint answers\* of Mr. Alderman Desquesnes (Chairman of Committee) and Mrs. Desquesnes (recommended Member).*

Only with considerable amendment, mainly in the direction of providing a fixed source of income for the purposes of the Act, and national schemes of employment not involving competition with existing enterprise.

(b) *Joint Answers\* of Mr. Councillor Hayes and Mrs. Hayes (recommended Member), also a Member of the Salford Board of Guardians.*

Yes.

(c) *Answer\* of Mr. Councillor Nuttall (Trade Union Secretary).*

Yes.

(d) *Answer\* of Mr. T. Lomax (Secretary of the Charity Organisation Society).*

No, as it stands at present. It seems to me the problem is not the genuine unemployed which the Act deals with, but the "unemployable," whether from age, health or illness, and vice.

(e) *Answer\* of Rev. B. Gregory (recommended Member), Minister of Irwell Street Wesleyan Mission.*

I regard the Act as a makeshift. I believe that by means of it some good work has been done by the Salford Distress Committee, but it is altogether too limited to be permanently effective.

(f) *Answer\* of Mr. Councillor Steele.*

I beg to acknowledge the receipt of yours of the 11th, and to say that the pressure of business upon me just now is such that, whilst as a member of the Distress Committee I have continually felt the Unemployed Workmen Act of 1905 has not been effective, and without very great alterations would not justify its renewal, yet my time is so fully taken up that I am not in a position to say how the Act could be amended to solve the huge problem which it has brought in existence to deal with.

(g) *Answer\* of Major Jordan, Salvation Army (recommended Member).*

Yes, with certain amendments.

**SCARBOROUGH.**—The Borough of Scarborough have been acting in co-operation with the Association of Municipal Corporations, from which body a deputation recently waited upon the Prime Minister and the President of the Local Government Board and placed the views of the Association before them, and in these views the Scarborough Distress Committee concur. This will therefore apply to Questions 1 and 2.

**SHEFFIELD.**—No, not in its present form.

**SMETHWICK.**—In the opinion of the Committee it has.

**SOUTHAMPTON.**—Yes.

**SOUTH SHIELDS.**—Yes, when funds have been forthcoming.

**STOCKPORT.**—Yes, with amendments.

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\* See remarks of Clerk to Distress Committee under Question No. 8, page 85.

## QUESTION 1.

**Has the operation of the Unemployed Workmen Act, 1905, been so far effective as to justify its renewal?**

**STOCKTON-ON-TEES.**—This is a matter of opinion. Personally it appears to me to be very little use unless funds are placed at the disposal of the local Committees.

**SUNDERLAND.**—Yes.

**SWANSEA.**—Yes.

**TOTTENHAM.**—The Distress Committee are disappointed at the result of their appeal for voluntary contributions, whereby the operation of the Unemployed Workmen Act, 1905, has not been so effective as it might have been. Had it not been for the grants from the Queen's Unemployed Fund in 1905-6 and the Parliamentary Fund in 1906-7 no special work could have been provided.

**TYNEMOUTH.**—The Tynemouth Committee have not been receiving applications since April, 1906, and therefore no meetings have been held.

**WALLASEY.**—On the whole, yes.

**WALSALL.**—Yes; but it is desirable that amendments should be made therein so as to make it more effective.

**WALTHAMSTOW.**—Yes, in Walthamstow.

**WARRINGTON.**—In Warrington the operation of the Act has been confined to the opening of a labour bureau and exchange, and this has worked so successfully as to justify the provisions relating to same being renewed.

**WEST BROMWICH.**—I am afraid that but for the assistance received from the Queen's Unemployed Fund the Act would not have been of much use here.

**WEST HAM.**—Yes, as providing reliable statistics *re* approximate extent and character of the problem in this Borough, and as strengthening the Local Authorities in wiser administration and general treatment than previously possible.

**WEST HARTLEPOOL.**—The Act has not been utilised here. With the exception of special distress arising from a strike of workmen, the relief required was administered by the local Charity Organisation Society. It is felt that if once an appeal is made to the rates that private sources of help will be cut off, and the rates, owing principally to the school charges, are already very heavily felt.

Application was made for a share of the Government grant to meet the strike distress, but we were informed that this could only be given to labour on public works, and there were none possible here.

A grant, say a percentage of local contributions, to be administered by a joint committee would afford the most effective assistance in a town like this. Special grants should be possible if a good case is made out.

**WIGAN.**—No.

**WILLESDEN.**—The Willesden Distress Committee are of opinion the Act has not been effective. The working classes are apt to rely every winter upon the provision of work by the Committee, and their own efforts to obtain work are relaxed.

**WOLVERHAMPTON.**—Yes.

**GREAT YARMOUTH.**—Yes.

**YORK.**—Yes, if amended in accordance with alterations suggested in answer to Question No. 2.



## QUESTION 2.

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**ASTON MANOR.** *See answer to Question 1.*

**BARNSELY.**—So far as this Borough is concerned there is no need for the renewal of the Act or any modified form of it. The committee have not met for practically twelve months.

**BARROW-IN-FURNESS.**—*See answer to Question 1.*

**BIRKENHEAD.**—Financial clauses need amending. Until some scheme of work is provided little good can be done. What is required is that schemes such as reclamation of land from sea, draining of marshes, afforestation, etc., should be provided in various parts of the country, whither all the towns, etc., within easy distance could send their unemployed. Such schemes might be worked by groups of towns. These would require Government grants, but would probably turn out profitably eventually. Powers should be given dealing with the unemployable, tramps, and wastrels, who should be segregated in centres and made to work.

**BIRMINGHAM.**—*See answer to Question 1.*

**BLACKBURN.**—*Operations of Committee suspended.*

**BOLTON.**—Further powers might be given to Distress Committees having powers of a Central Body to enable them to deal more effectually with the unemployable, *i.e.*, the idle and undeserving, by means of joint labour colonies, with power given to justices for detention for limited periods. At present the expenses of labour colonies (other than the establishment charges of the Central Body and their expenses in relation to the acquisition of land) which will be incurred by the Central Body in connection with the establishment, maintenance, and working of the farm colony, the remuneration, maintenance, and accommodation of persons employed, the payment of rates, taxes, or assessments, or for any other purpose in relation to the farm colony, are expected to be defrayed out of voluntary contributions or otherwise than out of rates, *vide* Order of Local Government Board dated 10th October, 1905, Art. VIII., 4. These conditions practically render the establishment of a farm colony impossible, because supposing the voluntary contributions or other receipts were not forthcoming in any year the money expended on the colony would be wasted.

**BOOTLE.**

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**BOURNEMOUTH.**—The Act should be amended by the appointment of a central authority in London, who would have power to inaugurate and carry out schemes of national importance, such as reclamation of foreshores, coast protection works, cleansing and making navigable disused canals and waterways, and the afforestation of waste lands.

The local Distress Committees, the constitution of which could hardly be improved upon, should confine their operations more particularly to labour bureau work, and the selection of men for employment on the national works, which should be paid for out of the National Exchequer.

**BRADFORD.**—If provision could be made whereby the owner of lands which are at present unusable owing to their being covered with spoil heaps or undermined by quarry holes could be authorised to allow the Distress Committee to contract for the conversion of such lands for building or arable purposes the Committee would always be able to deal promptly with applicants. As it is many weeks or months often elapse before work can be found, and this not only raises hopes in the minds of the unemployed which cannot be fulfilled, but

**QUESTION 2.**

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**BRADFORD**—*cont.*

directly encourages the lazy and shiftless man to be content with having put his name on the register, and so long as he can live upon the earnings of his wife and children not trouble to look further for work. On the other hand if work is promptly offered by the Committee it relieves the immediate necessities of the worthy applicant and at the same time applies a test to those shufflers who swell the number of the unemployed.

**BRIGHTON**.—Funds for dealing with the unemployed problem should be supplied from national sources to a greater extent than has hitherto been the case so that the burden of relief may be fairly distributed over the whole country. Provision should be made for dealing with the problem on a national basis by means of schemes such as afforestation, works for the prevention of coast erosion, and the establishment of labour colonies.

**BRISTOL**.—(1) Discretion should be granted to Distress Committees to entertain (subject to the consent of the full Committee) cases of applicants who have received relief at the cost of the poor rate under exceptional circumstances (such as illness, etc.).

(2) Residential qualification should be granted to men who have left the area of a Distress Committee to serve under His Majesty's colours, and while not actually serving have been residents in such area.

(3) Experience shows that continued responses to appeals for voluntary contributions cannot be expected. This fund should therefore be sustained from other sources. A Parliamentary grant recommends itself as the best means of so doing.

(4) The Borough fund should be relieved of the emigration expenses and a Parliamentary grant made in substitution.

(5) The establishment of labour exchanges should be supplemented by a system of intercommunication over the whole country with a central authority in London (such exchanges not to be used in the case of a dispute between employers and workpeople).

(6) The Committee are in favour of steps which will encourage thrift and personal responsibility, especially the establishment of a system of insurance against unemployment and the consequences of old age, and the revival of the principle of apprenticeship training in trades.

**BURNLEY**.—Money for payment of wages should be provided from national sources.

**BURTON-UPON-TRENT**.—No mere amendment is calculated to make the Act thoroughly effective. The operation of the Act is not universal, and therefore remains more or less parochial. What is wanted is a national scheme, more on the lines of the Elberfeld System.

**BURY**.—The Committee think that wages and all other expenses should be paid out of the contributions made by the Borough Councils and not merely those expenses mentioned in Sec. 1 (6) (a).

**CARDIFF**.—Ways and means should be provided for the provision of funds for work.

**CHATHAM**.—A greater freedom and discretion should be given to the Distress Committee in working the Act.

The Distress Committee should consist of members appointed by the Council therefrom (say two-thirds) and a limited number of persons (one-third) selected by the Guardians from their own body, and no members outside of these.

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**QUESTION 2.**

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**CHELTENHAM.**—The Committee agree with the following resolutions passed by the Association of Municipal Corporations, namely:—"That although the Unemployed Workmen Act, 1905, has been useful in enabling the Distress Committees to obtain useful information as to the number and classification of unemployed, it has failed to adequately relieve the distress caused by the lack of employment throughout the country, and should not be renewed in its present form when its term expires.

"That the unemployed problem is incapable of local solution but must be dealt with on a national basis, and that although use may be made of local bodies in administration, the inauguration and organisation of remedial measures in order to prove effective and economical must be by a national authority, which is capable of acting on more comprehensive lines than those found practicable under the present Act.

"That while power should be given to Local Authorities to levy a rate for administration purposes, adequate funds in excess of the present rate provided under the present Act should be provided from the National Exchequer so that the burden of relief may be fairly distributed over the whole country."

**COVENTRY.**—See answer to Question 1.

**CROYDON.**—Those in receipt of Poor Law relief should be strictly debarred.

**DARTFORD.**—By providing funds from the National Exchequer to enable all Distress Committees to deal with the cases in their respective districts.

**DERBY.**—It should be amended on the following lines:—Where a deficit arises as a result of workmen being engaged in unaccustomed employment it should be defrayed by a grant from the National Exchequer, the efforts of Distress Committees being now paralysed by their being at one and the same time begging and an employing authority. The yearly limit of sixteen weeks' employment should be capable of extension at the discretion of the local authority. In view of the magnitude and urgency of the problem of unemployment and of the distress ensuing, it is desirable that the Government should press forward whatever proposals they may be prepared to make for effectively dealing with this serious question.

**DEVONPORT.**—(a) The numerous unnecessary and irritating questions in the form of application prevent many deserving cases registering, and should be eliminated.

(b) The Distress Committee should be provided with funds from the Imperial taxation. Appeals for voluntary subscriptions are useless. People refuse to contribute voluntarily and pay poor rates as well.

(c) Distress Committees should be empowered to provide employment for applicants.

(d) The present constitution of the Distress Committee should be altered so as to make it an ordinary committee of the Town Council.

(e) The question of the unemployed should be considered from a national standpoint and not from a local one.

**DUDLEY.**—(1) Divested of a considerable amount of red tape.

(2) Payment of unemployed should be made directly from rates.

**EAST HAM.**—The Regulations of the Local Government Board should be amended so as to enable the Distress Committee to use their discretion in rendering assistance to deserving cases, notwithstanding that the applicants have received relief from the Guardians. In many cases relief is granted in the shape of food for the wife and family whilst the husband is away from home seeking employment. In other cases persons *working* in the labour yard are disqualified from

**QUESTION 2.**

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**EAST HAM**—*cont.*

receiving employment from the Committee, and this the Committee consider should not be so. Art. II., 4 (d) of the Regulations of the Local Government Board (Organisation for Unemployed), 1905 (prohibiting the employment of persons who have in two successive periods of twelve months been employed), should be repealed.

**EDMONTON**.—By finding employment of a more remunerative character to the district.

**ERITH**.—This Committee is of opinion the Act should be so amended that the Local Government Board should be empowered to grant relief from the Imperial Exchequer on a *bona fide* case being made out. And that basis of grant should be the distress in the district through lack of employment.

**GATESHEAD**.—By deleting the casually employed labourer from its operations, and reserving its benefits entirely for the workman who can show himself to have been regularly employed for some time previously.

**GILLINGHAM**.—It should not pry into the applicant's private affairs, which it already does.

**GORTON**.—The question of unemployment should be made national and not local.

**GRIMSBY**.—An applicant who has for a fixed period of years been a ratepayer should not be disqualified for the reason that he has not been a resident for a period of twelve months prior to the date of his application.

**HALIFAX**.—(1) By reducing the number of members on the Committee.

(2) By providing a specified sum to be used for relief work, as under the Act of 1905 no money was provided.

(3) Form of application to be revised, the number of questions being too many and some quite unnecessary.

**HANDSWORTH**.—*See* answer to Question 1.

**HANLEY**.—As a palliative the establishment of an eight hours work day.

**HASTINGS**.—The questions to be answered by an applicant are too numerous, several being unnecessary and irritating. Powers should be conferred for obtaining funds for general purposes, and for extending the work admissible.

**HEYWOOD**.

**HORNSEY**.—The Committee desire to say that in their opinion the provision contained in "The Regulations (Organisation for Unemployed) 1905," that the applicant is not, and has not been during the period of twelve months preceding the date of his application for assistance, in receipt of relief (other than medical relief) at the cost of the poor rate, should not be a bar to the giving of assistance by the Committee, with whom the discretionary power should be vested, and also that the provision that the applicant has not in two successive periods of twelve months immediately preceding the date of the application been employed on work provided by the Committee, or on work towards the provision of which the Distress Committee have contributed, should be withdrawn. The Committee are of opinion that the mode of expenditure of the permitted rate of a halfpenny in the £ calculated on the whole rateable value of the Borough, or such higher rate not exceeding one penny as the Local Government Board may approve, should be left to the discretion of the Committee for whatever purposes they may deem desirable.

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**QUESTION 2.**

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**HUDDERSFIELD.**—*See* answer to Question 1.

**IPSWICH.**—*See* answer to Question 1.

**KETTERING.**—*See* answer to Question 1.

**KING'S NORTON.**

**KINGSTON-UPON-HULL.**—The problem of unemployment should be placed on a national basis, and a fund should be provided by the Government out of which Distress Committees could pay wages; the provision that wages can only be paid out of voluntary contributions being wholly inadequate and, in the case of this committee, a failure.

A national scheme of employment should be provided, *e.g.*, afforestation, reclamation of waste lands, protection of the coast, etc., as Distress Committees cannot provide sufficient remunerative and useful employment in their own areas.

**LEEDS.**—By providing for the necessary funds for wages to be raised by Parliament.

**LEICESTER.**—The problem is a national and not a local one, and any future legislation should be in the direction of national treatment and be made compulsory in all Boroughs and Counties alike.

**LEYTON.**—Some provision should be made for the provision of funds so that the Committees may be able to carry out well-considered relief schemes.

The provisions of the Act disqualifying applicants who may have been in receipt of trivial relief from the Poor Law, or who may have removed from one area to another in the year preceding their application, bear very harshly on applicants.

**LIVERPOOL.**—The most important point calling for treatment is the difficulty of finding suitable work. The Committee feel strongly that the permanent solution of the unemployed problem is not by the provision of local relief works except for temporary work with a view to testing the capabilities of men registering with the Committee before recommending them for employment at special national relief works or in response to special inquiries. If anything is to be done in this direction the works should be established on a national basis.

Art. II., 4 (*c*) of the Regulations made under the Unemployed Workmen Act, 1905, stipulates (*inter alia*) that the Distress Committee shall not entertain the case of any person who has during the period of twelve months immediately preceding the date of application been in receipt of relief (other than medical relief) at the cost of the poor rate. This Regulation should be modified, as many cases have to be rejected under its provisions which otherwise are of the most deserving character. During six months of the year the Distress Committee did not provide work, and it has happened that men have been compelled to seek relief during these months and by doing so have disqualified themselves for assistance by the Distress Committee. It is, of course, difficult to make Regulations to meet every case, but the Committee feel that this one is unnecessarily stringent and that the Local Government Board might safely leave it to the Distress Committee to exercise their discretion in this matter, having regard to the facts and circumstances of each individual case.

One of the most important questions on the original form of record paper asked for particulars of membership past and present of any trade or other provident society. This question by subsequent Regulation made by the Local Government Board revising the record paper was struck out. The Committee consider that this question should be reinserted, as the fact of any man

## QUESTION 2.

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**LIVERPOOL**—*cont.*

belonging to a Trade Union or Friendly Society shows to a certain extent that he is of a thrifty nature, in that he has endeavoured to make some provision for himself and his dependants in the event of his losing his employment, and in addition to this it enables the Committee to pick out the most urgent cases. A man who is in receipt of a grant from some society is clearly in better circumstances than a man who is getting absolutely nothing. Other amendments might be suggested, but the foregoing are the most pressing.

**MANCHESTER.**—The Manchester Distress Committee are strongly of opinion that nothing short of a national scheme drawn up by the Government for the whole of the country, a scheme with ample funds at its back to suit the varying vicissitudes of trade, will satisfactorily meet the difficulties of unemployment.

**MERTHYR TYDFIL.**—By charging the rates with a sum to enable relief to be given to persons in distress from want of employment.

**MIDDLESBROUGH.**—The Committee suggest that the Act be amended in the following particulars:—

(a) A fund other than voluntary should be provided. Except at times when distress is especially prevalent an attempt to raise funds for the purposes of the Act by private subscriptions is not likely to meet with success.

(b) It is thought that such a fund should come, at any rate in part, from the Imperial Exchequer, as where the need for funds is the greatest the rates are often the heaviest. It is suggested that the Committees be empowered to levy 1d. rate in place of  $\frac{1}{2}$ d. rate they are entitled to at present, and be further empowered to use the money so obtained for the provision of work, payment of wages, etc., and that in cases of exceptional distress they be empowered to appeal to the Local Government Board, who will consider the circumstances of their case and if necessary allocate to them a further sum out of the National Treasury.

**MIDDLETON.**—By the provision of funds from the Imperial Treasury to enable the Committee to carry out public works. Voluntary subscriptions cannot be obtained for the unemployed.

**NEWCASTLE-UPON-TYNE.**—Provision should be made for extension of labour exchanges, federated in suitable areas, the introduction of the way-ticket system, with powers in connection therewith for the provision of shelter and food for workmen passing through such areas in search of employment. Provision for direct representation of employers and workmen upon Distress Committees with a view to a better understanding between them and Distress Committees.

Powers and facilities should be provided for dealing in a compulsory manner with those known as “unemployables.” The provision of national works of utility, financed from national sources, thus distributing the financial burden over the whole community and avoiding the penalising of the residents in industrial centres to which the unemployed naturally gravitate. The provision of work for women.

**NEWPORT (MON.).**—By placing funds at the disposal of Committees for either direct employment at work of utility or for the payment to public authorities the difference in the value of able-bodied and old and infirm workmen when employed upon public works.

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**QUESTION 2.**

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**NORTHAMPTON.**—(a) That co-opted members should be abolished; the Distress Committee to be composed of an equal number of members of the Town Council and of the Board of Guardians.

(b) That grants be made from the Imperial Exchequer, regard being had to the number of unemployed registered in the district.

**NORTHFLEET.**—*See answer to Question 1.*

**NORWICH.** ———

**NOTTINGHAM.**—*See answer to Question 1.*

**OLDHAM.**—Power should be given to Local Authorities for the establishment and maintenance of temporary relief work from funds partially State-aided and partially rate-aided.

**PLYMOUTH.**—(a) That Art. II., 1 (iv.) (c.) of the Regulations (Organisation for Unemployed), 1905, relating to applicants who had been in receipt of relief from the Guardians during the period of twelve months immediately preceding the date of their application, be so amended that Distress Committees may be enabled to entertain certain applications, in cases which showed a good record of previously continuous employment, or were otherwise considered suitable cases in other respects.

(b) That in view of the efforts to obtain voluntary subscriptions having failed, the Act be amended so that the cost of providing employment under the Act should not be dependent upon voluntary contributions.

**PORTSMOUTH.**—By establishing a labour colony under Government supervision.

**PRESTON.**—*See answer to Question 1.*

**READING.**—(a) Distress Committees should not be dependent upon voluntary contributions for the purpose of defraying the cost of work provided by them, and the expenses of maintenance of farm colonies, and Sec. 1 (6) of the Act should be amended accordingly, so as to provide that these expenses shall be defrayed out of grants from the National Exchequer; and the restrictions contained in the said Section relative to the expenditure of the amount produced by the rate of one halfpenny in the pound, or such higher rate, not exceeding one penny, as the Local Government Board may approve, should be repealed, so as to allow Distress Committees to utilise the rate contributions for all or either purposes of the Act.

(b) Art. II., 1 (iv.) of the Regulations should be amended so as to give Committees discretionary power to entertain the case of an applicant who is, and has been during the period of twelve months immediately preceding the date of the application, in receipt of Poor Law relief, and also the case of an applicant who has in two successive periods of twelve months immediately preceding the date of the application been employed on work provided by a Distress Committee, or on work towards the provision of which a Distress Committee have contributed.

**RHONDDA.**—*See answer to Question 1.*

**ROCHDALE.** ———

**ROTHERHAM.**—Provision should be made enabling Distress Committees to provide and pay for relief works, the necessary moneys being provided by Parliament, as the present financial arrangements are unsatisfactory and do not allow any scope for proper relief.

## QUESTION -2.

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**ST. HELENS.**—By deleting the casually employed labourer from its operations and reserving its benefits entirely for the workman who can show himself to have been regularly employed for some time previously, with power to use the rate under the Act for payment of wages.

**SALFORD.**—(a) *Joint answers\* of Mr. Alderman Desquesnes (Chairman of Committee) and Mrs. Desquesnes (recommended Member).*

*See answer to Question 1.*

(b) *Joint answers\* of Mr. Councillor Hayes and Mrs. Hayes (recommended Member) also Member of the Salford Board of Guardians.*

By extended powers to Distress Committees to provide work for the unemployed, other than by farm colonies, and the recognition of the Trade Union rate of pay. Abolition of the time limit of 16 weeks. Modified form of registration. The provision of funds from the National Exchequer in lieu of voluntary contributions. The national aspect of the question to be recognised by Distress Committees being organised under a Minister of Labour.

(c) *Answer\* of Mr. Councillor Nuttall (Trade Union Secretary).*

*See answer by Mr. Councillor Hayes and Mrs. Hayes.*

(d) *Answer\* of Mr. T. Lomax (Secretary of the Charity Organisation Society).*

Large powers should be conferred on Distress Committees, and they should be able to co-operate with existing organisations providing temporary work by a grant from their funds.

(e) *Answer\* of Rev. B. Gregory (recommended Member), Minister of the Irwell Street Wesleyan Mission.*

(a) The "Right to Work" should be conceded.

(b) Provision should be made for dealing with the "Unemployables," the unwilling and the unable.

(c) State support should be granted.

(f) *Answer\* of Major Jordan, Salvation Army (recommended Member).*

(a) By giving powers to the Local Government Board to compel local Authorities to set up Distress Committees.

(b) By giving no option to Local Government Board to withhold its consent, under certain circumstances, when Local Authorities desire to set the Act in motion.

(c) By giving powers to the Local Government Board to create special areas.

(d) By giving powers to the Local Government Board to deal with special cases.

*Notes on Question 2:—*

(a) This is probably quite clear.

(b) This is designed to meet cases that have come under my notice where the Local Authorities have wanted to set up the machinery, but the Local Government Board have refused, obviously either because the distress was not sufficiently acute or sufficiently extensive to warrant the Act being put in motion. This is a great hardship, not only to the individual, but we think wrong also in principle.

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\* See remarks of Clerk to Distress Committee under Question No. 8, page 85.

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## QUESTION 2.

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**SALFORD**—*cont.*

(c) and (d) We think these are important, and that some definite attempt should be made to set up some Committee or Committees to deal with special cases; for instance, we have known isolated cases in country districts that should have been dealt with, but what will probably happen (as they have been perforce neglected) is, that they will drift into towns, in 12 months they will be qualified for assistance, and so the old evil of town attraction is increased, when it ought to be the design of the Act to decrease such; that covers the point of the special *area*. With regard to special *cases*—which might be merged with special areas—we have noticed that a family who may have moved after a long residence from one town to another has not been qualified for assistance in either place. That ought not to be, where all other circumstances would warrant their being dealt with under the Act.

**SCARBOROUGH**.—See answer to Question 1.

**SHEFFIELD**.—So as to enable the Committee to be provided with funds.

**SMETHWICK**.—The Committee are of opinion—

(a) That the scope of the Act should be enlarged so as to allow Distress Committees to deal with all cases of unemployment whether of a temporary and exceptional nature or otherwise.

As regards the Regulations of the Local Government Board, the Committee would suggest—

(b) That the power to prescribe a limit of sixteen weeks in any one year during which a person may be employed should be withdrawn.

(c) That the fact that a person has received Poor Law relief during the period of twelve months immediately preceding should not be a bar to his employment by a Distress Committee.

**SOUTHAMPTON**.—(a) An amendment is considered desirable to Sec. 1, Clause 6, whereby the expenditure of the Distress Committee is limited to voluntary contributions. Every effort has been made by public advertisements to obtain such contributions, but in vain. If assistance had not been received from the Queen's Unemployed Fund and from the grant made by Parliament, very little help would have been forthcoming for the unemployed, but with such assistance extra funds were obtained by the cultivation and disposal of crops. Provision for monetary assistance from Parliament should be made. Failing this, power should be given to expend the balance of the halfpenny rate not used for establishment charges.

(b) Sec. 4 (3) (a). An amendment is deemed expedient to this Section or to the Regulations of the Local Government Board (Regulation 48,677), Art. II., 1 (iv) (c), whereby upwards of 200 deserving men with families have been prohibited from participating in the work at the disposal of the Distress Committee, for the reason that these men have on an average received 3s. or 4s. each in relief at the cost of the poor rate. These small sums have only been obtained by the men when their families have been absolutely in need of food.

**SOUTH SHIELDS**.—(1) Provision of work should not be dependent upon voluntary contributions.

(2) The name *Distress* Committee should be altered.

(3) The Local Government Board Regulation as to the payment of only unskilled wages should be removed.

(4) Questions and inquiries might be modified

(5) Restrictions as to removal should be removed.

(6) Local Committees should be allowed more scope and more discretionary powers generally.

**QUESTION 2.**

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**STOCKPORT.**—An adequate Government grant should be substituted for voluntary contributions.

**STOCKTON-ON-TEES.**—In cases of acute distress here we have a town relief committee, which deals with all kinds of needy cases most of which could not be dealt with under the Act.

**SUNDERLAND.**—In the direction of—

- (a) Universal application.
- (b) Powers to deal with the unemployable.
- (c) Powers to provide work for all deserving applicants, such work to be paid for from funds provided by the National Exchequer.
- (d) Labour exchanges to be made compulsory.

**SWANSEA.**—That a State fund be provided in order to enable Distress Committees to deal with exceptional cases of distress.

**TOTTENHAM.**—*See* answer to Question 1.

**TYNEMOUTH.**—*See* answer to Question 1.

**WALLASEY.**—A power to contribute to funds raised voluntarily seems essential to practical work.

**WALSALL.**—(a) Power should be given to Distress Committees to provide suitable temporary work by opening labour yards or worksheds and acquiring land for spade-work without any restriction as to the character of the work.

(b) Provision for contribution of a sufficient sum from Imperial Exchequer to defray expenditure of Distress Committee in carrying out Act.

(c) Compulsory powers for Distress Committee to acquire in a summary manner lands required for enabling them to provide work for the unemployed, either for a term of years or in fee simple, on such terms and conditions as a court of summary jurisdiction or the judge of the county court for the district shall deem reasonable.

(d) The removal of the obligation to obtain money by voluntary contributions for certain purposes of the Act.

(e) Extension of the provisions as to emigration so as to apply to families of married men who have already emigrated.

**WALTHAMSTOW.**—Amendment of Poor Law clause, especially with regard to the workers in the stone yard.

**WARRINGTON.**—The following is a copy of a resolution of the distress committee:—

Resolved, That this Committee desires to call attention to the following facts:

(1) That the number as registered under the Unemployed Workmen Act, 1905, does not represent the total number of unemployed; the numerous unnecessary and irritating questions attaching to an application for relief prevent many of the most deserving registering.

(2) That Committees are greatly hampered both in providing sufficient permissible employment for applicants and in obtaining the necessary funds therefor, and urges upon the Government the necessity of immediately introducing a Bill to amend the said Act.

That this Committee is further of opinion that the cost of providing employment under the Act should not be dependent upon voluntary contributions.

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## QUESTION 2.

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**WEST BROMWICH.**—Probably when the next period of distress occurs here we shall have difficulty in finding work for the unemployed.

There is a good deal of derelict land in this town made worthless by mining operations until some labour has been expended upon it. We think that the local authority's power to purchase land should be freed from some of the restrictions which hamper its operation, *e.g.*, the local authority has to say when applying for sanction to a loan for what purpose the land acquired will be used, and it is not always possible to do this at the time the land is wanted for the unemployed to work on.

**WEST HAM.**—The question of renewal or otherwise of the Act can hardly be considered apart from the regulations so fully controlling its administration. In this view the following suggestions are submitted:—

(a) To make "work tests" the sole basis of determining merit, or if such be impracticable, to allow acceptance of satisfactory industrial record as sufficient qualifications for cases to be "entertained."

(b) If the present regulations requiring full private as well as industrial investigations and classifications are to be maintained, to provide for greater uniformity in such departments.

(c) To exclude "work in stone-yard" as parish relief disqualification or to provide a limited freedom to applicants to purchase release from disqualification arising from this or other forms of Poor Law assistance.

(d) To provide for Government grants for approved works in, at least, necessitous areas to free the planning and execution of such from the "hand to mouth" features incident to dependence upon the vagaries of charitable donations.

(e) To give discretionary powers in or to delete Sub-sec. (e) of Art. II., 1 (d) of the Regulations.

(f) To grant powers and State subsidies towards initiating municipal unemployed insurance systems.

(g) To make compulsory regulations and Exchequer grants where necessary for securing in at least County Boroughs the establishment organisation and linking-up of municipal employment exchanges and greater freedom in methods of assistance therein; and

(h) (as a minor suggestion) to change the title of "Distress Committee" to "Unemployed Labour Board or Registry," "Municipal Labour Board or Registry," or some such designation.

**WEST HARTLEPOOL.**—See answer to Question 1.

**WIGAN.**—By giving power to Distress Committees to spend money out of the rates for providing work, or by an annual Government grant.

**WILLESDEN.**—The Act if renewed should provide for grants from Government. The Willesden District Council have had to provide work for the unemployed involving rates in excess of the amount leviable under the Act. The committee constituted under the Act is too large, and the work might very well be left entirely in the hands of the Council.

**WOLVERHAMPTON.**—(a) By reducing the number and character of questions enumerated in record paper.

(b) By providing that the provision of temporary work shall not be dependent upon voluntary contributions, and

(c) By giving greater discretionary powers to Distress Committees in regard to condition as to residential qualification.

**QUESTION 2.**

**In the event of the renewal of the Act, in which ways, if any, should it be amended?**

**GREAT YARMOUTH.**—By enlarging the powers of Local Authorities, and by removing the prohibition to provide or contribute towards the provision of work out of sums supplied by contributions made by the Town Council.

**YORK.**—The alterations suggested are those embodied in the following resolutions passed at a Conference held under the auspices of the Association of Municipal Corporations on the 14th June, 1906, viz. :—

“That although the Unemployed Workmen Act, 1905, has been useful in enabling the Distress Committee to obtain statistical information as to the number and classification of the unemployed, it has failed to adequately relieve the distress caused by the lack of employment throughout the country, and should not be renewed in its present form when its term expires.

That the unemployed problem is incapable of local solution, but must be dealt with on a national basis, and that although use may be made of local bodies in administration, the inauguration and organisation of remedial measures, in order to prove effective and economical, must be by national authority, which is capable of acting on more comprehensive lines than those found practicable under the present Act.

That while power should be given to Local Authorities to levy a rate for administrative purposes, adequate funds, in excess of the present rate provided for under the present Act, should be provided from the National Exchequer, so that the burden of relief may be fairly distributed over the whole country.

That the Government be asked to introduce and pass a Bill enabling an adequate grant to be made out of Imperial funds to Distress Committees.”



## A MONTHLY

## QUESTION 3.

What method of investigating the cases of applicants is pursued by your Committee?

**ASTON MANOR.**—See answer to Question 1.

**BARNSELY.**—The applications were investigated by an officer appointed and considered by a sub-committee.

**BARROW-IN-FURNESS.**—See answer to Question 1.

**BIRKENHEAD.**—Each case is personally visited. The condition of the family and the home as well as the character and fitness of the applicant are investigated, as far as possible, through such personal visits, Charity Organisation Society, and from former employers, and a report of each case is submitted to the inquiry sub-committee.

**BIRMINGHAM.**—This is done in accordance with the Regulation of the Local Government Board, contained in Sub-sec. 3 to Art. II. of their Order of 10th October, 1905. In addition, inquiries are made from employers, and the applicant has himself to attend personally before the sub-committee who select the men for work.

**BLACKBURN.**—*Operations of Committee suspended.*

**BOLTON.**—(1) Visitation of the homes in every case.

(2) Strict inquiry as to previous character from employer.

**BOOTLE.**—By personal interview and subsequent inquiry.

**BOURNEMOUTH.**—References are obtained by post from one or more of applicant's previous employers, information is also obtained from the relieving officers, police, Charity Organisation Society, or other persons, and a visit to the applicant's home is made by a paid official, who reports to an investigation sub-committee.

**BRADFORD.**—Investigators are employed whose reports are considered by a sub-committee and the decisions classified under the following heads:—

Found working.

Not found at address given.

Left city.

In the workhouse.

Insufficient residence.

Ineligible.

Class 1 (to be placed on work).

Class 2 (to be placed on work).

**BRIGHTON.**—Each case has been personally investigated by an inquiry officer employed by the Committee for the purpose, and the particulars set out in the record paper verified. The record paper is then examined by the clerk and a small sub-committee who decide whether the case should be entertained.

**BRISTOL.**—A visit to the applicant's home to verify the statements set out in the record paper. Communication with a former employer and another responsible reference; and consultation of relieving officers' lists.

**BURNLEY.**—Personal inquiry at their homes, and from last employers.

**BURTON-UPON-TRENT.**—Every case is investigated as soon as possible after registration. The applicants are visited in their homes, and the results of inquiry compared with records held by other charitable organisations, and also with the Poor Law officers' records, and where necessary the local police records.

**QUESTION 3.**

**What method of investigating the cases of applicants is pursued by your Committee?**

**BURY.**—After the applicant has attended for the purpose of stating the particulars to be filled in the record paper, an officer of the Committee visits the applicant's house to verify his statements and make inquiries in the neighbourhood as to character, etc. The firm by whom the applicant was last employed are written to as to the cause of leaving and asking whether they have any vacancy in which the applicant can be reinstated.

**CARDIFF.**—Each applicant's statements investigated by police at the person's home.

**CHATHAM.**—A sub-committee attended daily at the town hall and personally interviewed applicants and filled up record paper, and the sub-committee afterwards visited the applicants at their homes to verify the statements made by them, and afterwards reported thereon to the Committee.

**CHELTENHAM.**—By an inquiry officer. In most cases the applicants have also been seen personally by members of the Committee.

**COVENTRY.**—*See answer to Question 1.*

**CROYDON.**—Personal investigation by visiting at the home of each individual applicant (by clerks appointed for the purpose) and by communication with former employers.

**DARTFORD.**—No thorough system has been adopted. Almost every case registered was known either to a member of the Committee or to the relieving officer or school attendance officer who have assisted the Committee.

**DERBY.**—An officer was specially engaged to make inquiries at the homes of applicants, from their last employers, and from other sources.

**DEVONPORT.**—The cases are investigated by an inquiry officer and also by members of the Committee who make personal visits to the homes of the applicants.

**DUDLEY.**—All cases are visited by investigation officer or a member of the Committee. Private inquiry forms are also used.

**EAST HAM.**—Inquiries are made of the relieving officers as to Poor Law relief. An investigation is made at the home of the applicant and inquiries are also made of previous employers as to character, etc.

**EDMONTON.**—As described by the Act.

**ERITH.**—As per Unemployed Workmen Act, 1905.

**GATESHEAD.**—The relieving officers of the Union have been required to act as officers (unpaid) for the Distress Committee.

**GILLINGHAM.**—Only that which is laid down under the Unemployed Workmen Act.

**GORTON.**—Owing to the Council not having received any voluntary contributions they have been unable to give effect to the Act.

**GRIMSBY.**—An inquiry officer is appointed and he makes inquiries in the immediate neighbourhood of applicant's residence.

**HALIFAX.**—Cases are investigated by the Citizens' Guild of Help.

**HANDSWORTH.**—*See answer to Question 1.*

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**QUESTION 3.**

**What method of investigating the cases of applicants is pursued by your Committee?**

**HANLEY.**—Visiting their homes, making inquiries where they have been employed and at the office of the Guardians of the poor.

**HASTINGS.**—Every application is submitted to the Committee, to several members of which a large number of the applicants are personally known. The other cases are investigated by a paid officer.

**HEYWOOD.**—Applicant's case is investigated by an official. If found urgent, *e.g.*, married man with family of young children, the Chairman of the Committee has power to immediately set the man to work; if not urgent, case comes before Committee who hear the officer's report and then examine the applicant.

**HORNSEY.**—The practice has been for a large sub-committee of the Distress Committee to have the applicants (who have first filled in forms of application for employment) separately and individually before them and to question them fully in regard to the answers given to the prescribed inquiries as to the particulars of past employment, age, trade (if any), capability of following such trade, wages or income of any description, cause of being out of employment, family circumstances, dependants, receipt of relief, suitability for emigrating, etc. The school attendance officers and the relieving officer have attended the meetings of the sub-committee and have given such information as it was in their power to give. In the first year of working of the Act an investigation officer was employed to visit the houses of the applicants, and, when it seemed advisable, to make inquiries also of their past employers.

**HUDDERSFIELD.**—The officer appointed by the Committee investigated each by interviewing the parties mentioned in the record form and also Poor Law Authorities.

**IPSWICH.**—The Committee acts strictly in accordance with the Orders of the Local Government Board in the investigation of the circumstances of applicants to them.

**KETTERING.**—The investigation officer, after having secured answers to the questions contained in the record paper, visits the homes and also the previous places of employment. He then reports to an investigation sub-committee, who consider the case and take action.

**KING'S NORTON.**—The record papers are referred to investigation officers who wait upon the applicants with a view to ascertaining whether the statements contained in the record papers are correct.

**KINGSTON-UPON-HULL.**—The home of each applicant is visited by officers specially retained for this purpose and full inquiries are also made of the relieving officers of the district in which the applicant resides, of employers where the applicant has been in regular or partial work, and of any and every source where information likely to be useful can be obtained.

**LEEDS.**—Officers are appointed whose sole duty it is to visit homes of applicants, make local inquiries if considered desirable, interview previous employers of applicants, and submit a report in writing thereon.

Each application and report is considered by a sub-committee of the Distress Committee and the cases dealt with upon their merits.

**LEICESTER.**—A form is sent to the most recent employer where the applicant has been in regular work and one to the Guardians. Inquiries are also made at the home of the applicant.

**LEYTON.**—The applicants, homes are personally visited by investigators, and other general inquiries made. Members of the Distress Committee acquainted with the district in which the applicants reside also look into the applications.

**QUESTION 3.**

**What method of investigating the cases of applicants is pursued by your Committee?**

**LIVERPOOL.**—Every applicant is visited at his home by an officer of the committee, in addition to which the Poor Law Guardians, the Central Relief and Charity Organisation Society, and wherever possible former employers are asked to furnish written reports. After these particulars have been supplied, every case is considered in the first place by two members of the Committee, and their decision receives the confirmation of the whole of the Committee.

**MANCHESTER.**—Special clerks were engaged to deal with inquiries during the winter months, and they investigated all cases where necessary, assisted by police officers in plain clothes.

**MERTHYR TYDFIL.**—Personal visits by a sub-committee.

**MIDDLESBROUGH.**—Inquiry directed to works.

Investigation at houses. N.B.—Investigation at home is generally deferred until men are actually required for work.

**MIDDLETON.**—The applicants come personally before a sub-committee who obtain all the information they can.

**NEWCASTLE-UPON-TYNE.**—Through a competent investigation officer who visited the homes and secured other necessary information.

**NEWPORT (MON.).**—The applicant fills in the form, which is investigated by the registrar calling at applicants' homes and verifying the particulars given. General inquiries by the registrar are made from the police, school board officers, and relieving officers. Also forms are sent to late employers as to character, ability, etc.

**NORTHAMPTON.**—The filling in of the record papers from details given by applicants, and a home visit paid by the investigation officer, also reference from last employer.

**NORTHFLEET.**—See answer to Question 1.

**NORWICH.**—Inquiry officers visit the residences of the applicants and where possible the last employer and the person whose name is given as referee, to verify the answers to the questions contained in the record papers. In cases where a personal interview with the last employer or referee is not possible they are communicated with by post. The investigated applications are considered and adjudicated upon by members of the committee previous to any assistance being given.

**NOTTINGHAM.**—By inquiries made by investigation officers from the persons named by applicants as referees, and former employers, and from police and Poor Law Authorities and the Charity Organisation Society.

**OLDHAM.**—By permission of the local education committee the investigations are undertaken by their attendance officers. This is considered preferable to investigation by either police or Poor Law officers.

**PLYMOUTH.**—An investigation officer personally investigates and verifies statements appearing on the records at applicant's residence, obtains information from other sources in the neighbourhood, and submits all names to the relieving officers for information as to receipt of Poor Law relief from the Guardians.

**PORTSMOUTH.**—Each application is investigated by inquiry officers, and inquiry is also made of previous employers.

**PRESTON.**—Five officers have been authorised to investigate applications, who have visited homes of applicants for verification of statements and to make such further inquiries as circumstances necessitated.

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*NOTE.*—References made in this Volume and in the Reports of the Commission to the pages of this Volume are to the page numbering in brackets.



**QUESTION 3.**

**What method of investigating the cases of applicants is pursued by your Committee?**

**READING.**—An inquiry officer has been appointed who visits the homes of applicants, and also makes inquiries of previous employers, the relieving officers, and in other directions, where necessary, as required by Art. II. 1, of the Regulations.

**RHONDDA.**—See answer to Question 1.

**ROCHDALE.**—An inquiry officer has been appointed for the winter months to investigate the circumstances of all applicants and report to the Committee, who upon his report decide whether to entertain a case or not.

**ROTHERHAM.**—The applications are investigated in the first instance by the borough surveyor and the school attendance officers of the Town Council and afterwards by an inquiry sub-committee of the Distress Committee.

**ST. HELENS.**—A person was specially appointed to verify the statements of the applicants and to obtain full information as to each applicant (1) from the home of the applicant; (2) from his former employers; and (3) from the police, Board of guardians, and other sources. The applicant subsequently attended a meeting of the investigation sub-committee when he was personally questioned by the sub-committee.

**SALFORD.**—Personal investigation at the homes of applicants. Inquiries from the Poor Law relieving officers, and from the last or former employers of applicants.

**SCARBOROUGH.**—Personal investigation by members of the committee and officials.

**SHEFFIELD.**—The method of investigation prescribed by the Local Government Board has been strictly adhered to. Certain inquiries were made through the City Surveyor's Department, and other inquiries were made through the relieving officers and the school attendance officers.

**SMETHWICK.**—The investigator visits the homes of all applicants and, in cases where they have recently moved, the neighbourhood of the houses previously occupied, with a view to ascertain that the person has resided for at least twelve months within the borough. He always inquired as to the general character of the applicant, and keeps in communication with the relieving officer so as to know whether applicants have been in receipt of Poor Law relief.

**SOUTHAMPTON.**—As set forth in Article II., page 4, of the Regulations (48,677) issued by the Local Government Board.

**SOUTH SHIELDS.**—By visitation at the homes and general inquiry suited to each individual case.

**STOCKPORT.**—An inquiry officer makes personal inquiries at the home of each applicant, also where practicable from the previous employer of the applicant.

**STOCKTON-ON-TEES.**—We advertise and all applications are investigated by a duly appointed officer.

**SUNDERLAND.**—(a) By communicating with last employers where possible.

(b) By visits to applicants' homes.

(c) Information supplied by the Guardians' relieving officers and others.

**SWANSEA.**—In part the method prescribed by the Regulations of the Local Government Board is pursued, but that method was thought to be inquisitive and unnecessary.

**TOTTENHAM.**—A sub-committee was appointed in each of the six wards of the district, who investigated the information put upon the record papers by causing visits to be made to their respective homes and obtained references from last employers.

### QUESTION 3.

**What method of investigating the cases of applicants is pursued by your Committee?**

**TYNEMOUTH.**—The home of each applicant was visited by an officer, and an inquiry as to character addressed to his last employers, and the case considered by a sub-committee.

**WALLASEY.**—The machinery of the Civic Guild of Help with the assistance of the school attendance officers and relieving officer.

**WALSALL.**—An officer was appointed to obtain particulars and fill up detailed record of each case; this record investigated by a sub-committee, and reported on by that committee to Distress Committee.

**WALTHAMSTOW.**—By means of salaried investigators, who personally visit all cases at the residences of all applicants.

**WARRINGTON.**—In the cases of registrations under the Regulations of the Local Government Board the investigation suggested by the Board is carried out, viz.:—(1) Visit paid to the home, (2) inquiries from last employer, etc. In the registrations in the labour exchange inquiry is made, where time permits, of the persons or employers most likely to give reliable information.

**WEST BROMWICH.**—The committee at first employed the school attendance officers to make investigations at the home of the applicants; subsequently, however, they employed their own man at a fixed fee per case. He was supplied with the records and then visited the homes and verified the answers and incidentally picked up such information as he could that would assist in the judging of the case by a sub-committee of the Committee.

**WEST HAM.**—(1) Written inquiries to past employers and relieving officers in respect to every applicant.

(2) Home and reference investigation and detailed written reports thereupon.

(3) Written summaries of the above upon record papers and classification, with documentary evidence attached.

(4) Personal interview by rota sub-committee or secretary before giving assistance.

**WEST HARTLEPOOL.**—See answer to Question 1.

**WIGAN.**—Personal inquiries made by the superintendent of the registry.

**WILLESDEN.**—Officers are employed for the purpose of visiting the homes of applicants and as far as possible verifying the statements made on the record paper. A letter is also sent to the last employer asking for reference as to general ability and efficiency. The Board of Guardians is also approached as to whether the applicant has been in receipt of parish relief.

**WOLVERHAMPTON.**—Officer visits homes and makes inquiries and each case is personally brought before investigation committee.

**GREAT YARMOUTH.**—The record papers of the applicants are filled up by the police at the police station, they are then forwarded on to the investigation officers (the three relieving officers and school attendance officers in the borough) who visit the houses of the applicants and verify the statements made in the record paper.

**YORK.**—The secretary of the local Committee visits each applicant and obtains information as to his condition and circumstances, and the form prescribed by the Local Government Board is filled up with the required particulars as far as possible. It is, however, the opinion of the Committee that this form could and should be much simplified.



## QUESTION 4.

**Has it been found possible to give preference to particular classes of applicants in accordance with the Local Government Board Regulations, and, if so, to what extent?**

**ASTON MANOR.**—*See answer to Question 1.*

**BARNSLEY.**—No.

**BARROW-IN-FURNESS.**—*See answer to Question 1.*

**BIRKENHEAD.**—For general work preference has been given to those applicants with families to maintain and the lighter jobs, as far as feasible, have been given to men who were incapable for heavier work owing to age or natural infirmities.

**BIRMINGHAM.**—Yes. About two-thirds of the selected applicants have been given preference in accordance with the Regulations of the Local Government Board. The applications of single men with no dependants have not been entertained, and during the past winter the average number of children per man selected for work was 3·2.

**BLACKBURN.**—*Operations of Committee suspended.*

**BOLTON.**—Yes; to the full extent provided by the Regulations.

**BOOTLE.**—Preference has been given to able-bodied men having dependants on them.

**BOURNEMOUTH.**—Yes, about 90 per cent. of the men employed were married men, or single men having relations dependent upon them.

**BRADFORD.**—As will be seen from the answer to query No. 3 all applicants found suitable for assistance by the committee are divided into two classes. Those placed in Class 1 are given the preference and are the cases coming under Art. II. 2 of the Regulations (Organisation for Unemployed) 1905. Class 2 are men without dependants.

**BRIGHTON.**—Yes, preference has been given to men with large families and who were proficient in the class of work on which they were to be employed. These men have been given one week's work in four instead of one week's work in every five or six weeks as is the case with the general body of applicants. Preference has always been given to men with families in cases where it was necessary to employ a man permanently on any work.

**BRISTOL.**—Preference has usually depended on the degree of the applicant's distress, but no applicant without dependants has to the present received assistance from the committee. Lack of funds has debarred the Committee from helping many eligible and deserving men to whom timely help would have preserved the home.

**BURNLEY.**—Preference has been given to men with families dependent upon their wages.

**BURTON-UPON-TRENT.**—Yes. Preferential cases in accordance with the Regulations have had first recognition, but fortunately in this town we have been able to find some employment for the great majority of applicants being married men, only the really bad cases being declined.

**BURY.**—Yes.

**CARDIFF.**—Preferential treatment is given when the occasion warrants such a course.

**CHATHAM.**—Yes, to the extent that appeared necessary and expedient.

## QUESTION 4.

**Has it been found possible to give preference to particular classes of applicants in accordance with the Local Government Board Regulations, and, if so, to what extent?**

**CHELTENHAM.**—Yes. In selecting men for the work found by the Committee, married men with families dependent on them, if suitable for the work provided, have been given preference, but the Committee have had great difficulty in finding suitable work for a number of the applicants.

**COVENTRY.**—*See answer to Question 1.*

**CROYDON.**—In very few cases, for the reason that it has been difficult to find work for men at their respective trades, as the principal work has been digging upon land belonging to the corporation and planting with potatoes.

**DARTFORD.**—Yes, to a very great extent.

**DERBY.**—Yes, generally.

**DEVONPORT.**—Yes. In the cases mentioned in the Regulations of the Local Government Board.

**DUDLEY.**—(1) To applicants having young children.  
(2) To applicants being householders.  
(3) To applicants who are single.

**EAST HAM.**—Preference has always been given as follows :—

- (a) Married men with families are assisted first.
- (b) The married men with dependants ; and subsequently
- (c) Single men supporting their aged parents.

**EDMONTON.**—No ; our unemployed is too great to give preference.

**ERITH.**—Most needy in accordance with ability to do the work provided.

**GATESHEAD.**—The spirit of the Act was adhered to, generally, by the Committee, preference being given to men with large families and of good conduct.

**GILLINGHAM.**—No preference has been given to any case, only that work has been found for them who have complied with the Regulations laid down.

**GORTON.**—*See answer to Question 3.*

**GRIMSBY.**—In this district preference is given to married men with families.

**HALIFAX.**—Preference has been given to men who have someone depending on them. This rule we have been very strict in enforcing.

**HANDSWORTH.**—*See answer to Question 1.*

**HANLEY.**—Preference is given to applicants who are married and have children, if they are suitable for the work to be done.

**HASTINGS.**—Yes, as regards Article II., 2 (a) of the Regulations when the applicant is well known by a member or members of the Committee, and due regard has also been given to the requirements of 2 (b) and (c) of the said Article.

**HEYWOOD.**—Yes, sufficient to justify the Regulation.



## QUESTION 4.

**Has it been found possible to give preference to particular classes of applicants in accordance with the Local Government Board Regulations, and, if so, to what extent?**

**HORNSEY.**—Preference has been given as far as possible to those applicants who have been in the past regularly employed, have resided in the borough for a continuous period of twelve months at least, and have been well conducted and thrifty. In the first period from 1st December, 1905, to 19th June, 1906, of the applicants for whom employment was provided, 166 had a wife, child, or other dependant, and only 37 were unmarried men or widowers without dependants. In the same period 44 of the men for whom employment was provided were 50 years of age.

**HUDDERSFIELD.**—In the cases dealt with by Committee there has been no occasion for giving preference to particular cases.

**IPSWICH.**—So far as possible the Committee act upon the Local Government Board Regulations contained in the Urban Distress Committees Unemployed Workmen Establishment Order, 1905, Art. II., 4 (a) (b) (c) (d) (e) as to the applicants to whom preference should be given, and no cases have been dealt with which have not come within these Regulations.

**KETTERING.**—Yes, in nearly all cases. Preference is given to those cases which come under the head of 2 (a) and 2 (b) of the Regulations of the Local Government Board of the 10th October, 1905, married men with families being dealt with first.

**KING'S NORTON.**—Yes, these applicants have in some cases been given employment by the surveyor to the Council.

**KINGSTON-UPON-HULL.**—Preference has been given to applicants in accordance with the Regulations of the Local Government Board. Respectable married men are provided with employment in preference to single men, and applicants who have been accustomed to the class of work which the Distress Committee is able to provide are accorded preferential treatment.

**LEEDS.**—Preference is always given to persons who, being qualified, have dependants, and this fact alone has prevented many of the well conducted and thrifty men who had no dependants from obtaining employment with the Committee. Men who are particularly fit on account of age and physique have also been passed over to provide for less likely men with families dependent upon them.

**LEICESTER.**—On the work provided by the local authority about 80 per cent. of the men employed are experienced in the class of work in which they were engaged. Preference was given, as far as possible, to men who had previously been in fairly regular work and who had been displaced by machinery and the changes of system in the means of production, also by the removal of firms to the country districts.

On the work provided by the Distress Committee the men were generally selected in rotation from the register from those who were qualified for assistance under the Act and otherwise were able to perform the work required.

**LEYTON.**—Yes, 52 out of 859 applicants have been treated as preferential.

**LIVERPOOL.**—The Committee have as far as possible had regard to the Regulations of the Local Government Board on this point.

**MANCHESTER.**—Yes, preference has always been given to married men, especially those who had large families and were out of work through no fault of their own. In the case of unmarried men, preference, where possible, has been given to those advanced in years, it being considered that the younger ones were better able to seek work for themselves.

## QUESTION 4.

**Has it been found possible to give preference to particular classes of applicants in accordance with the Local Government Board Regulations, and, if so, to what extent?**

**MERTHYR TYDVIL.**—No.

**MIDDLESBROUGH.**—Not to any great extent. The Committee have only supplied men to outside sources, and have always had to consult the wishes of the employers.

**MIDDLETON.**—Yes. Applicants who are married and have a family are considered before single men, and men who have been known to have been thrifty and industrious before those who have been improvident.

**NEWCASTLE-ON-TYNE.**—Yes. The Regulations of the Local Government Board have been strictly carried out and careful discrimination exercised by the investigation committee.

**NEWPORT (MON.).**—Preference has been given to married men with families, those having the greatest number dependent being given first chance of work.

**NORTHAMPTON.**—Preference has been given to men with large families and good character.

**NORTHFLEET.**—*See answer to Question 1.*

**NORWICH.**—Yes. Applicants with most dependants have been given first claim on any work available, provided, of course, they are qualified.

**NOTTINGHAM.**—Yes. The best class had preference in the work found with private employers, and priority in the work provided by the Distress Committee.

Practically all the accepted cases, however, were given some work during the winter of 1905-6.

**OLDHAM.**—Preference has only been given to married applicants with dependent families.

**PLYMOUTH.**—Preference is given to married men, those with large families first; also to those applicants who have been longest out of employment, and whose cases appear to be most necessitous.

**PORTSMOUTH.**—Married men with families have been given preference. Married men with dependants have next been considered. Single men supporting relatives have then been dealt with.

**PRESTON.**—Yes. Applicants having families or other dependants were given preference when employment could be provided.

**READING.**—Applicants are required to comply with the conditions provided by the Act and the Local Government Board Regulations before assistance in any way is given. Very few of the applicants are qualified for "preferential treatment" (Article II. 2, of the Regulations), but such cases are considered first in making the selection of men for work.

**RHONDDA.**—*See answer to Question 1.*

**ROCHDALE.**—As no work has been provided under the Act, there has been no occasion to make use of this provision in the Regulations.

**ROTHERHAM.**—No application is entertained unless the applicants have resided in the borough for a period of twelve months. Old residents being married and having families are given preference over other applicants.

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*NOTE.—References made in this Volume and in the Reports of the Commission to the pages of this Volume are to the page numbering in brackets.*



**QUESTION 4.**

**Has it been found possible to give preference to particular classes of applicants in accordance with the Local Government Board Regulations, and, if so, to what extent?**

**ST. HELENS.**—Yes, by giving them, as far as possible, work under the corporation with a view to providing them with permanent work, and if this was not possible they were given the preference before the other applicants.

**SALFORD.**—Preference has been given to applicants as required by Article II. 2, of the Board's Regulations.\*

**SCARBOROUGH.**—No.

**SHEFFIELD.**—As far as possible the Local Government Board's Regulations on this question have been followed. Preference has been given to well-conducted men, and to men with dependants, and, where possible, work of a light character has been found for old men who were fit to work.

**SMETHWICK.**—Generally speaking the Committee have been able to provide work for all applicants willing to undertake it, so that to give preference to any one class has been practically unnecessary.

**SOUTHAMPTON.**—Yes; preference has been given to married men with families. Work has also been given to married men without children, and in deserving cases, where possible, to single men.

**SOUTH SHIELDS.**—Yes, but only to a limited extent. The chief consideration has generally been the number of dependants.

**STOCKPORT.**—Yes; about 70 per cent. of the applicants.

**STOCKTON-ON-TEES.**—Nothing has been done under the Act except to get work locally for those applicants who appeared to the Committee to be deserving.

**SUNDERLAND.**—Yes, to the fullest extent consistent with (a) the requirements of the work, (b) the limited amount of work provided.

**SWANSEA.**—Preference was given to the cases of greatest need, *i.e.*, men who had families were given work before those who had none and single men.

**TOTTENHAM.**—Preference was given to those applicants whose records stood the test of investigation, those having dependants being first considered.

**TYNEMOUTH.**—Applicants with dependants were, as far as practicable, given the preference of employment.

**WALLASEY.**—In such work as we gave preference was given to married men with families.

**WALSALL.**—Yes, but only to a limited extent.

**WALTHAMSTOW.**—Yes, by means of emigration. Married men with families have been given a decided preference both in emigration and labour undertaken by the Committee, such as road improvements and other work approved by Local Government Board Inspector.

**WARRINGTON.**—Preference is shown for applicants with families where all other qualifications are equal.

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\* See remarks of Clerk to Distress Committee under Question 8, page 85.

## QUESTION 4.

**Has it been found possible to give preference to particular classes of applicants in accordance with the Local Government Board Regulations, and, if so, to what extent?**

**WEST BROMWICH.**—Yes. Provided the applicant had the residential qualification of twelve months, the Committee gave preference to applicants with dependants, and among these to applicants with large and young families. But the Committee also had regard to age and the applicant's ability to do the work provided.

**WEST HAM.**—Yes, in respect to suitable age, family responsibilities, and industrial and private merit, but only to a very limited extent on the score of past regular employment or as to past agricultural or horticultural experience in applicants for emigration.

**WEST HARTLEPOOL.**—See answer to Question 1.

**WIGAN.**—No; as the Distress Committee have only been able to provide temporary work for the labouring class.

**WILLESDEN.**—Preference has not been given to any particular class of applicant, but consideration has been specially shown to the applicants who have had large families and where they appear to be in acute distress and on the verge of entering the Union. Reference might be made to the fact that in a few rare instances certain mechanics (bricklayers), members of trades societies, have refused when offered work at their own trade to do same unless paid their Trade Union rate of wages (10½d.), notwithstanding that the difference in the rate of wages in the two instances was 9d. and 6½d., preferring digging at the latter price to their own work at the former.

**WOLVERHAMPTON.**—Preference is given to married men and householders.

**GREAT YARMOUTH.**—Preference has been given to cases where the applicant has several dependants.

**YORK.**—No.



## QUESTION 5.

Is preference given to any classes of applicants other than those specified in the Local Government Board Regulations ?

**ASTON MANOR.**—*See answer to Question 1.*

**BARNSLEY.**—No.

**BARROW-IN-FURNESS.**—*See answer to Question 1.*

**BIRKENHEAD.**—No.

**BIRMINGHAM.**—To some extent preference has been given to men who had attempted to provide for themselves by joining thrift societies, Trade Unions, etc., and in cases where the investigating officer has reported that the home of the applicant has been clean and tidy and the wife and children well cared for.

**BLACKBURN.**—*Operations of Committee suspended.*

**BOLTON.**—No.

**BOOTLE.**—No.

**BOURNEMOUTH.**—No.

**BRADFORD.**—No.

**BRIGHTON.**—No.

**BRISTOL.**—No.

**BURNLEY.**—No.

**BURTON-UPON-TRENT.**—No.

**BURY.**—No.

**CARDIFF.**—No.

**CHATHAM.**—No.

**CHELTENHAM.**—No.

**COVENTRY.**—*See answer to Question 1.*

**CROYDON.**—No, each case is treated upon its merits.

**DARTFORD.**—No, except that special preference is given to those applicants who have the greatest number of dependants.

**DERBY.**—No.

**DEVONPORT.**—No.

**DUDLEY.**—*See answer to Question 4.*

**EAST HAM.**—No.

**EDMONTON.**—No.

**ERITH.**—No.

**GATESHEAD.**—*See answer to Question 4.*

**QUESTION 5.**

**Is preference given to any classes of applicants other than those specified in the Local Government Board Regulations ?**

**GILLINGHAM.**—No.

**GORTON.**—*See answer to Question 3.*

**GRIMSBY.**—No.

**HALIFAX.**—No.

**HANDSWORTH.**—*See answer to Question 1.*

**HANLEY.**—No.

**HASTINGS.**—No. Not to my knowledge.

**HEYWOOD.**—To the present—No.

**HORNSEY.**—No.

**HUDDERSFIELD.**—*See answer to Question 4.*

**IPSWICH.**—*See answer to Question 4.*

**KETTERING.**—No.

**KING'S NORTON.**—No.

**KINGSTON-UPON-HULL.**—No other class receive preferential treatment.

**LEEDS.**—No.

**LEICESTER.**—None other than mentioned above.

**LEYTON.**—No.

**LIVERPOOL.**—No.

**MANCHESTER.**—No, except where specific skilled workmen have been required. In such cases the best men were sent.

**MERTHYR TYDFIL.**—No.

**MIDDLESBROUGH.**—No.

**MIDDLETON.**—No.

**NEWCASTLE-UPON-TYNE.**—No.

**NEWPORT (MON.).**—No.

**NORTHAMPTON.**—No.

**NORTHFLEET.**—*See answer to Question 1.*

**NORWICH.**—No.

**NOTTINGHAM.**—No.

**OLDHAM.**—*See answer to Question 4.*

**PLYMOUTH.**—No.

**PORTSMOUTH.**—No.

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## QUESTION 5.

Is preference given to any classes of applicants other than those specified in the Local Government Board Regulations?

**PRESTON.**—No.

**READING.**—The Committee in providing work give preference to married men with families.

**RHONDDA.**—*See* answer to Question 1.

**ROCHDALE.**—No.

**ROTHERHAM.**—No.

**ST. HELENS.**—Yes, in cases where the applicant had a wife and family dependent on him.

**SALFORD.**—No.

**SCARBOROUGH.**—No.

**SHEFFIELD.**—No.

**SMETHWICK.**—*See* answer to Question 4.

**SOUTHAMPTON.**—No.

**SOUTH SHIELDS.**—Yes; those with large families. *See* answer to Question 4.

**STOCKPORT.**—No.

**STOCKTON-ON-TEES.**

**SUNDERLAND.**—No.

**SWANSEA.**—No.

**TOTTENHAM.**—No.

**TYNEMOUTH.**—No.

**WALLASEY.**—No.

**WALSALL.**—Yes, to married men with families, and to men who have been employed in local trades, which were depressed.

**WALTHAMSTOW.**—No. The Regulations have been strictly adhered to.

**WARRINGTON.**—No.

**WEST BROMWICH.**—No.

**WEST HAM.**—Past experience in or present adaptability for the kind of work offered and degree of distress have largely determined the selections made.

**WEST HARTLEPOOL.**—*See* answer to Question 1.

**WIGAN.**—The temporary work provided by the Distress Committee was only for aged men.

**WILLESDEN.**—No.

**WOLVERHAMPTON.**—No.

**GREAT YARMOUTH.**—No.

**YORK.**—Preference is given, as far as possible, to those applicants who are married with families.

## QUESTION 6.

**Has the provision of work under the Act tended to attract people from outside areas, notwithstanding the residential qualification required?**

**ASTON MANOR.**—*See answer to Question 1.*

**BARNSELY.**—No work has been provided by the Distress Committee.

**BARROW-IN-FURNESS.**—*See answer to Question 1.*

**BIRKENHEAD.**—No appreciable increase of the ordinary influx from outside areas than is common to all large centres of population.

**BIRMINGHAM.**—No. There has been a very small number of men applying from outside districts, but they have been referred to the Distress Committee of their own particular district.

**BLACKBURN.**—*Operations of Committee suspended.*

**BOLTON.**—No.

**BOOTLE.**—No.

**BOURNEMOUTH.**—No, not to any appreciable extent.

**BRADFORD.**—No.

**BRIGHTON.**—There is no evidence that this has occurred.

**BRISTOL.**—No.

**BURNLEY.**—No.

**BURTON-UPON-TRENT.**—Not so far as our experience goes, but residential qualification is essential so long as the Act remains more or less parochial in its operation.

**BURY.**—No.

**CARDIFF.**—I do not think so.

**CHATHAM.**—To a small extent.

**CHELTENHAM.**—No.

**COVENTRY.**—*See answer to Question 1.*

**CROYDON.**—No. Applications from residents in outside areas have been extremely few.

**DARTFORD.**—Yes; but only from adjoining parishes, and not to any great extent.

**DERBY.**—No.

**DEVONPORT.**—No.

**DUDLEY.**—No.

**EAST HAM.**—Not to the knowledge of the Committee.

**EDMONTON.**—No.



## QUESTION 6.

**Has the provision of work under the Act tended to attract people from outside areas, notwithstanding the residential qualification required?**

**ERITH.**—There has been no attraction from outside areas. Owing to failure to obtain grant from Local Government Board the Act has been a failure.

**GATESHEAD.**—Not so far as our observations go, but our experience was limited to one winter.

**GILLINGHAM.**—No.

**GORTON.**—*See answer to Question 3.*

**GRIMSBY.**—Not in this district.

**HALIFAX.**—No.

**HANDSWORTH.**—*See answer to Question 1.*

**HANLEY.**—No provision of work under the Act has been made.

**HASTINGS.**—I think not.

**HEYWOOD.**—No.

**HORNSEY.**—No.

**HUDDERSFIELD.**—No work has been specially provided by the local authority.

**IPSWICH.**—The provision of work under this Act has not, as far as we can tell, tended to attract people from outside areas.

**KETTERING.**—No.

**KINGSTON-UPON-HULL.**—It has been observed that when any work has been provided by the Distress Committee a small number of unemployed men have made application although they have only been in the town a few days, but this has not occurred to any great extent.

**KING'S NORTON.**—No.

**LEEDS.**—No.

**LEICESTER.**—Not to any very great extent, as far as at present ascertained, as only about six men registered, who were ineligible on account of insufficient residence.

Upwards of 70 per cent. of the total number are registered as having lived in Leicester upwards of five years, and as particulars of two or three addresses were only obtained from the applicants, and some of them are known to move very frequently, it is possible that a large proportion of the remainder have resided in the Borough upwards of five years.

It may be stated that immediately the grants were made by the Local Government Board towards the cost of extra labour for the work provided by the local authority and it became known that the men were to be selected from the men registered by the Distress Committee, application for assistance was made by a very large number of really capable men for the class of work proposed to be undertaken, who had previously considered it not to be of any advantage to register their names.

**LEYTON.**—No.

**LIVERPOOL.**—Not so far as the Committee are aware.

**QUESTION 6.**

**Has the provision of work under the Act tended to attract people from outside areas, notwithstanding the residential qualification required?**

**MANCHESTER.**—Not to any great extent.

**MERTHYR TYDFIL.**—No.

**MIDDLESBROUGH.**—No work provided.

**MIDDLETON.**—No.

**NEWCASTLE-UPON-TYNE.**—A few applications were received from immediately surrounding districts where no Distress Committees were established.

**NEWPORT (MON.).**—No.

**NORTHAMPTON.**—No, so far as can be ascertained at present.

**NORTHFLEET.**—*See* answer to Question 1.

**NORWICH.**—Not to any large extent.

**NOTTINGHAM.**—No. There was not enough work provided to attract outsiders.

**OLDHAM.**—No.

**PLYMOUTH.**—It has become generally known that a twelve months' residence is necessary before any assistance can be granted by the Distress Committee. As far as can be ascertained it is improbable that the provision of work by the Distress Committee has attracted people from outside areas. Only a very small number applied to the Committee who were without the twelve months' residential qualification.

**PORTSMOUTH.**—Not so far as has been ascertained.

**PRESTON.**—Yes, but not to any great extent.

**READING.**—Not to the knowledge of the Committee.

**RHONDDA.**—*See* answer to Question 1.

**ROCHDALE.**—No work has been provided under the Act.

**ROTHERHAM.**—Not so far as can be ascertained. As a matter of fact, there has been no real distress in the County Borough of Rotherham since the Act came into operation, and the number of unemployed has not been exceptional. The numbers on the register are as follows: 1905-6, 185; 1906-7, 98.

**ST. HELENS.**—No.

**SALFORD.**—The provision of work has tended to attract outsiders, but not to any marked degree.\*

**SCARBOROUGH.**—No.

**SHEFFIELD.**—Not materially. Most of the work provided has been piece work, and this has not tended to attract people from outside areas.

**SMETHWICK.**—Only to a very small extent.

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\* See remarks to Clerk of Distress Committee under Question No. 8. page 85.

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*NOTE.*—References made in this Volume and in the Reports of the Commission to the pages of this Volume are to the page numbering in brackets.



## QUESTION 6.

Has the provision of work under the Act tended to attract people from outside areas, notwithstanding the residential qualification required?

**SOUTHAMPTON.**—Possibly this took place when the Act first came into force, but has long since ceased.

**SOUTH SHIELDS.**—No.

**STOCKPORT.**—No.

**STOCKTON-ON-TEES.**—No.

**SUNDERLAND.**—No.

**SWANSEA.**—No.

**TOTTENHAM.**—It is thought so.

**TYNEMOUTH.**—No.

**WALLASEY.**—Not in this district.

**WALSALL.**—No. The work was not sufficient to attract outsiders, and was limited to three days a week.

**WALTHAMSTOW.**—No.

**WARRINGTON.**—No.

**WEST BROMWICH.**—No.

**WEST HAM.**—Not to any noticeable extent. Of the 4,825 applicants registered 1st October, 1906, to 31st March, 1907, less than '8 per cent. had been resident in the Borough under one year, and 3'1 per cent. under two years, as compared with 1'4 per cent. and 3'4 per cent. respectively for the corresponding period 1905-6. The total registration in the latter period was 4,692.

**WEST HARTLEPOOL.**—*See* answer to Question 1.

**WIGAN.**—No.

**WILLESDEN.**—No.

**WOLVERHAMPTON.**—No.

**GREAT YARMOUTH.**—No.

**YORK.**—No.

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### QUESTION 7.

What provisions of the Act have been found most useful?

**ASTON MANOR.**—See answer to Question 1.

**BARNSELY.**—None.

**BARROW-IN-FURNESS.**—See answer to Question 1.

**BIRKENHEAD.**—Emigration has been the one provision found most useful by this Committee and seems to be the only one under the Act, as it stands, likely to do permanent good.

**BIRMINGHAM.**—See answer to Question 1.

**BLACKBURN.**—*Operations of Committee suspended.*

**BOLTON.**—1. The provision of employment provided out of the Voluntary Contribution Account when there has been exceptional distress has been found very beneficial.

2. The establishment of the employment exchange has been the means of finding employment for a number of people. This employment exchange should in the opinion of the Committee be continued. It becomes more popular every year, and both those requiring workpeople and those seeking work appreciate its usefulness, and being the means of finding employment it must be a relief to the rates. The Committee thinks its usefulness might be extended by system of monthly interchange of lists of (a) employment required in different areas and (b) of workpeople required in particular trades in such areas; and the Committee have endeavoured to establish such a system in Lancashire, but it did not meet with the voluntary support of the other Distress Committees, probably because the system of employment exchanges is not sufficiently advanced yet; but the Committee are satisfied from their experience of the working of it that such a scheme would be of great advantage.

**BOOTLE.**—The registration of those out of employment has enabled the Committee to find places for a few and corporation work for others. The only value of the Act is to enable a community to test the extent of the unemployment in a place and to inform the members of the Committee that the real problem of unemployment is that of the aged and the incapable.

**BOURNEMOUTH.**—The provisions of the Act empowering the Committee to provide work has served a very useful purpose during the two years that the Act has been in force, by helping a number of persons who would have otherwise had to seek relief from the Poor Law Authorities, but probably the most valuable has been the opportunity afforded for collecting information as to the nature and extent of unemployment, and the experience gained in dealing with the problem.

**BRADFORD.**—The provision enabling the committee to carry out work on lands provided by the City Council.

**BRIGHTON.**—The power to contribute towards the provision of work and to aid the emigration of unemployed persons.

**BRISTOL.**—The organisation for the registration and investigation of applications;  
The provision of work for unskilled labourers; and  
The power to assist persons to emigrate.

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NOTE.—References made in this Volume and in the Reports of the Commission to the pages of this Volume are to the page numbering in brackets.



**QUESTION 7.**

**What provisions of the Act have been found most useful?**

**BURNLEY.**—While none of the provisions of the Act have been found to be of benefit in Burnley, it is satisfactory that expenses incurred by the Committee for administrative purposes may now legally be paid out of the Borough fund.

**BURTON-UPON-TRENT.**—With the Regulations, those relating to registration and inquiry and those relating to emigration if reasonably interpreted.

**BURY.**—The answer to Question No. 1 applies to this.

**CARDIFF.**—The emigration part is useful, although the Cardiff Distress Committee have not availed themselves of these provisions to any great extent, because there has been no call upon them.

**CHATHAM.**—The searching questions required by the Regulations of the Local Government Board enabled the Committee to discover many unworthy persons applying for relief.

**CHELTENHAM.**—Owing to lack of funds the Committee have not been able to assist emigration except in one case where the greater portion of the expense was provided by the Charity Organisation Society. They have not had a case in which it has been thought desirable to assist an applicant to remove to another area. Nor have they established a labour bureau. They have used the funds available except as above mentioned in providing work locally for the applicants.

**COVENTRY.**—*See answer to Question 1.*

**CROYDON.**—It has enabled the Committee to note and eliminate those cases which are particularly undesirable.

**DARTFORD.**—The only provision of any use in this parish is that which legalises the payment for administrative work.

**DERBY.**—The engagement of unemployed on public works and the finding of employment with private employers in the Borough and other districts, in the latter case also they being able to assist in the removal of men to those districts.

**DEVONPORT.**—Speaking generally, the removal and emigration provision would appear to be the most useful.

**DUDLEY.**—Probably Sec. 2 of Act. and Art. II.—Constitution of the Distress Committees.

**EAST HAM.**—The Committee have no special observations to offer.

**EDMONTON.**—Art. V.

**ERITH.**—The means registration provided which enabled Distress Committees to organise the unemployed.

**GATESHEAD.**—We cannot single out any particular provision as being most useful.

**GILLINGHAM.**—The whole of the Act is unworkable, especially in poor districts, where a voluntary fund is necessary.

**GORTON.**—*See answer to Question 3.*

**GRIMSBY.**—Those relating to the opening of a labour bureau and employment register.

**HALIFAX.**—By opening offices and so providing a place where the unemployed can register and thereby be found work.

**QUESTION 7.**

**What provisions of the Act have been found most useful?**

**HANDSWORTH.**—*See* answer to Question 1.

**HANLEY.**—Registration, visitation and residential qualification.

**HASTINGS.**—Subsection 6 (a) (i) and (ii) of Section I.

**HEYWOOD.** ———

**HORNSEY.**—The provisions of the Act which have enabled the Committee to aid emigration have been, in their opinion, the most useful.

**HUDDERSFIELD.**—*See* answer to Question 1.

**IPSWICH.**—The provisions contained in Sec. 1 (6) (1) (2) of the Unemployed Workmen Act, 1905, giving town and Urban District Councils authority to pay expenses incurred by them in respect of labour exchanges and employment registries and the collection of information and expenses incurred by them in aiding the emigration or removal to another area of an unemployed person, and any of his dependants, have been found to be the most useful provisions of the Act.

**KETTERING.**—Those sections of the Act empowering local rates to be applied in obtaining and collecting information as to employment in the area of the Committee.

**KING'S NORTON.**—The Committee, in view of the limited number of applicants, have not found it necessary to take advantage of many of the powers conferred by the Act of 1905.

**KINGSTON-UPON-HULL.**—The Committee has been so handicapped for want of funds that it has not been able to put into operation all the provisions of the Act. One of the most useful provisions in the opinion of the Committee is that relating to the removal to another area of an unemployed person, and the committee has given assistance in this manner in one or two cases with good results.

The provisions as to the establishment or taking over of labour exchanges has also been found most useful, and the Committee has taken over a labour bureau which had been established by the City Council and the two Boards of Guardians. A good many situations have been found for registered applicants through this medium, some of them being of a permanent character.

**LEEDS.**—The provision which authorised the Local Government Board to make Regulations which have enabled Local Authorities to ascertain who amongst the registered unemployed are honestly desirous of obtaining work. The Leeds Distress Committee are of opinion, however, that many of the deserving unemployed do not register in consequence of the numerous and what are considered irritating questions which have to be answered.

**LEICESTER.**—The investigation and classification of the unemployed and, as far as means have allowed, the provision of work for a number of men who are deserving of better treatment than that of the present Poor Law system. Also the information which has been obtained as to the number of men who are willing and anxious for work.

**LEYTON.**—The Committee have provided work in the district and emigrated some 20 cases.

**LIVERPOOL.**—The provisions of the Act which have been found most useful are those relating to:—

(1) Labour exchanges and employment registries. It would be well that these exchanges should be linked up throughout the country and information as to demand for and supply of labour made available to all.

(2) Removal of men to where work can be found for them.

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**QUESTION 7.****What provisions of the Act have been found most useful?****LIVERPOOL—cont.**

(3) The power to acquire land for the purpose of the Act should be retained.

(4) Emigration. The Committee would be glad to see further facilities granted to men, preferably with families, to emigrate to Canada.

(5) Collection of information. The Regulation (on page 2) that it shall be the duty of the Distress Committee to make themselves acquainted with the conditions of labour within their area has proved advantageous and should be renewed, and it would be well if the Distress Committee were required to report annually to the Local Government Board on:—

(1) The state of employment within their area.

(2) The causes of any unemployment.

(3) The trades affected by it.

(4) Any suggestion for the remedy of unemployment.

**MANCHESTER.**—The provisions of the Act which have been found most useful are those which enable the Distress Committee to provide temporary work for many of the unemployed, more especially during the winter months.**MERTHYR TYDFIL.**—None.**MIDDLESBROUGH.**—(1) Sections providing for work of labour exchange.

(2) Provisions as to the removal to other areas and emigration.

**MIDDLETON.**—The recording of the names of the unemployed so that they can be communicated with at once if employment can be found for them.**NEWCASTLE-UPON-TYNE.**—The establishment of labour exchanges, although at present too isolated and disconnected to produce the best results, is capable of great development, and this provision, with the powers authorising the payment of removal expenses in cases where unemployed persons secure employment in another district, form the most useful provisions of the Act.**NEWPORT (MON.).**—The establishment of a labour bureau.**NORTHAMPTON.**—The power to co-operate with the Local Authorities in the provision of work.**NORTHFLEET.**—*See answer to Question 1.***NORWICH.**—The powers given to a Distress Committee to provide work and to aid emigration.**NOTTINGHAM.**—The labour bureau. Emigration in a few cases.**OLDHAM.**—The provision of temporary relief employment during the winter months. The establishment of an employment registry has also been found beneficial in many individual cases.**PLYMOUTH.**—Those relating to the provision of local work for the unemployed, and those which enabled the Distress Committee to take over and administer the labour exchange.**PORTSMOUTH.**—No special observations to make.**PRESTON.**

**QUESTION 7.****What provisions of the Act have been found most useful?**

**READING.**—The power (a) to provide temporary work; (b) to assist emigration; (c) to establish a labour exchange.

With regard to (a) the question of providing suitable work is one of difficulty, and it has been found impracticable to rely on voluntary contributions for the purpose of defraying the cost of it. The Committee suggest the Government should undertake schemes of afforestation, the construction of roads for motor traffic, and the reclamation of land destroyed by coast erosion.

**RHONDDA.**—See answer to Question 1.

**ROCHDALE.**

**ROTHERHAM.**—The portions which deal with the registration of unemployed persons.

**ST. HELENS.**—Sec. 1 (3), which gives power to the Distress Committee to endeavour to obtain work for an applicant, and Sec. 1 (5), which gives power to the Distress Committee to provide temporary work.

**SALFORD.**—(a) *Joint answers\* of Mr. Alderman Desquesnes (Chairman of Committee) and Mrs. Desquesnes (recommended Member).*

The provisions enabling work to be set on foot for the unemployed, inadequate and unsatisfactory as they have been, and those enabling negotiations with a view to accommodation to employers.

(b) *Joint answers\* of Mr. Councillor Hayes and Mrs. Hayes (recommended Member), also a Member of the Salford Board of Guardians.*

The subsidizing of work undertaken by public bodies from voluntary funds, which is bad in principle and not desirable.

(c) *Answer\* of Mr. Councillor Nuttall (Trade Union Secretary).*

The subsidizing of work undertaken by public bodies, which is bad in principle and not desirable.

(d) *Answer\* of Mr. T. Lomax (Secretary of the Charity Organisation Society).*

I am of opinion that in Salford the Distress Committee has been most useful in paying wages or part wages for work which would not otherwise have been undertaken by the Corporation, or, at any rate, would not have been put in hand for some time to come.

(e) *Answer\* of Major Jordan, Salvation Army (recommended Member).*

Emigration.

**SCARBOROUGH.**—The Committee are not able to differentiate between the utility of different provisions.

**SHEFFIELD.**—It cannot be said that any of the provisions have been of much value, except for the purpose of tabulation and classification of the unemployed, as before the Act came into operation work was provided by the corporation in this city on practically the same lines as since the adoption of the Act.

**SMETHWICK.**—No one particular part.

**SOUTHAMPTON.**—It is difficult to single out provisions, but the Act as a whole has been most useful in providing for the employment of a class of men who cannot obtain work during the winter months.

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\* See remarks of Clerk to Distress Committee under Question No. 8, page 85.

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**QUESTION 7.**

**What provisions of the Act have been found most useful?**

**SOUTH SHIELDS.**—(1) The provision of temporary work. Although we have had only a very small sum at our disposal for this purpose we were enabled to do a very great amount of good with it, and it was the means of keeping many a poor family going till something else turned up.

(2) The removal to another area power would have been of great use had it not been for the restrictions imposed upon such removals by the Local Government Board Regulations.

(3) The labour exchange provisions, also, would be very useful were not the better class of workmen scared away by the name *Distress* Committee and the regulations as to payment of wages already referred to.

**STOCKPORT.**—The provision and contribution to the provision of temporary work under Sec. 1 (5).

**STOCKTON-ON-TEES.**—The Act is practically a dead letter in Stockton for above reasons and also because any distress occurring here has been of a temporary character only.

**SUNDERLAND.**—The labour bureau establishment provisions.

**SWANSEA.**—The creation of a body who can at any time deal with cases of distress.

**TOTTENHAM.** ———

**TYNEMOUTH.** ———

**WALLASEY.**—Emigration, and the fact that the staff required was utilised by the civic guild.

**WALSALL.**—The emigration provisions, but these require to be extended so as to apply to the families of men who have emigrated.

Many men have, with voluntary aid, emigrated, leaving their families behind, and these should be assisted out, or they will drift into the pauper class.

**WALTHAMSTOW.**—Local labour and emigration.

**WARRINGTON.**—Not having put their powers fully into operation, the Distress Committee are unable to speak of the whole Act. They are, however, of opinion that the provisions in relation to the establishment of labour bureaux and exchanges are very useful.

**WEST BROMWICH.**—The only power under the Act the Committee exercised was that of providing work. There were not any applicants for emigration; the Committee did not start a farm colony. The committee communicated with the employers of labour in the Borough offering their register as a means of finding workmen required by the employers, but very little use was made of this.

**WEST HAM.**—(a) Those determining the machinery by which the numbers and calibre of the unemployed could be approximately determined.

(b) Those granting emigration powers as subsidised during past season by Government grants.

(c) Those governing the provision and control of provided works.

(d) Those permitting of and the grants in aid of the farm colony establishment.

**QUESTION 7.**

**What provisions of the Act have been found most useful?**

**WEST HAM.**—*cont.*

(e) The powers of "removal" assistance.

(f) Those promoting the establishment of municipal employment exchange.

The absence of a general national system of linked-up employment exchanges and of frequent and up-to-date information of exact labour demands throughout the country, together with the impossibility of effectively dealing with the Sec. (e) and (f) under the limited rate contribution in West Ham's burdened area, have largely hindered energetic action in those directions.

**WEST HARTLEPOOL.**—*See* answer to Question 1.

**WIGAN.**—Emigration and the employment registry.

**WILLESDEN.**—*See* answer to Question 1.

**WOLVERHAMPTON.**—Subject to the amendments hereinbefore mentioned, the provisions as to organisation have been found most useful.

**GREAT YARMOUTH.**—Those enabling the Committee through their properly appointed officers to investigate the cases of persons applying for work and afterwards of endeavouring to obtain work for the temporarily unemployed.

**YORK.**—The migration clauses.



## QUESTION 8.

## Separate Observations.

ASTON MANOR. ———

BARNESLEY. ———

BARROW-IN-FURNESS. ———

BIRKENHEAD. ———

BIRMINGHAM. ———

BLACKBURN.—*Operation of Committee suspended.*

BOLTON. ———

BOOTLE. ———

**BOURNEMOUTH.**—In so far as the working of the Act has concerned Bournemouth, the Distress Committee have been somewhat exceptionally situated, which has enabled them to take full advantage of the provisions of the Act.

Owing to the unique character of Bournemouth as a first-class health and pleasure resort, which still continues to increase in size and population, large schemes of public work have been and are still being carried out under the direct control of the local authority, which has made it possible for the Distress Committee, working in conjunction with the town council, to provide temporary employment for practically all the suitable applicants who have registered their names during the time in which the Act has been in operation.

On the other hand, evidence is not wanting that there is a feeling abroad that an artificial demand for labour has been created, and that there has been a danger of displacing regular employees by large numbers of men being employed, and thus works have been completed that were intended to have been spread over a longer period of time had not the necessity arisen for finding work under the Act, and the committee therefore feel that there will be a very great difficulty in finding sufficient employment in the future.

Again, complaints have been made that the Committee have diverted work from the ordinary channels of trade,\* and no doubt this has been the case in some instances, and individual members of the Committee have been amongst those who have directly suffered, but this fact has not prevented those members from loyally carrying out the duties devolving upon them.

Apart from the considerations mentioned, as to the slight disorganisation of trade involved, the Act may be said to have met the object for which it was enacted fairly well in this area, by affording a temporary relief from the evils of unemployment, but whether the whole of the provisions of the Act should be continued, or whether it would be possible to carry them on indefinitely, is open to grave question.

The difficulty of providing suitable employment, especially in congested areas, is a very serious question, and it is very doubtful whether the necessary funds would be forthcoming from voluntary sources, as there can be no doubt that established charities have suffered as a result of the withdrawal of contributions. This would mean falling back upon the National Exchequer for funds to carry on the work, which in the hands of a number of Local Authorities might possibly lead to an aggravation of the evil.

\* As to this the Clerk to the Bournemouth Distress Committee writes as follows :—"I am directed to say that my Committee regret they are unable to give any figures in support of their contention, that there has been a slight disorganization of trade, but the fact of the Distress Committee having undertaken the painting of four large Hospitals in the Borough, at a cost of about £280, and by so doing have diverted this amount of business from local contractors, who in the ordinary course would have had the contracts for painting these institutions, has in the opinion of my Committee operated in the manner indicated.

"The same thing has occurred with regard to certain road making works, which have been undertaken by the Corporation in order to give employment to the men registered by the Distress Committee, instead of letting the work to contractors, as would have been the case in the ordinary course of things."

## QUESTION 8.

### Separate Observations.

#### BOURNEMOUTH—*cont.*

The most reasonable plan to deal with the problem seems to be the institution of schemes of work of national importance, such as the reclamation of foreshores, cleansing and making navigable of disused canals and waterways, and the afforestation of waste lands. These works could be fed by men selected by the local Committees, whose duties should be confined to the administration of labour bureaux, to which might be added, after a slight alteration in the constitution of the Committees, the duties of wages boards for their own particular districts.

It is questionable whether the establishment of permanent farm colonies would meet with any very great measure of success, except for the training of men for emigration to the large agricultural districts in the colonies, but it is doubtful whether this policy is wise or even necessary.

There appears to be great necessity for the establishment of some system of State-provided employment.

There are unfortunately grounds for considering the advisability of establishing some form of penal settlements, for the treatment of cases of habitual drunkenness, cases where wives and families are grossly neglected, which are met with only too frequently; and although it seems a very drastic measure to have to adopt, the only hope for the children of such parents ever becoming decent members of society is by being taken from their parents, before their evil influences have had time to take much effect.

#### BRADFORD.

**BRIGHTON.**—The Committee are strongly of opinion that the unemployed problem is incapable of local solution, but must be dealt with on a national basis, and that, although use may be made of local bodies in administration, the inauguration and organisation of remedial measures, in order to prove effective and economical, must be by a national authority which is capable of acting on more comprehensive lines than those found practicable under the present Act.

#### BRISTOL.—*Observations of Mr. George Pearson, Chairman of Distress Committee.*

The Committee formed by the Bristol City Council decided shortly after their appointment that it would be unwise to turn their attention in the first instance to the establishment of anything in the nature of a farm colony, as it was felt, first, that the expense would be considerable, and second, that the delay necessarily incident to the starting of such an undertaking would prevent it being of any use during the first winter, and having regard to the temporary nature of the measure, it was thought unwise to embark in any considerable capital expenditure such as would have been involved in the establishment of a farm colony. The Committee therefore turned their attention:—First, to the provision of work as far as possible for the unemployed, and second, to the emigration (so far as our funds would allow) of suitable cases.

I looked upon the formation of the Committee, made up as it is of members of the Town Council, members of the Board of Guardians, with the addition of gentlemen and ladies experienced in dealing with the poor, as a somewhat daring experiment; the result has not justified my original fears, and I think I may safely say that the Committee as a whole has worked unitedly and well.

The mode of providing the funds has not proved satisfactory in Bristol. During the first year, mainly owing to a few large subscriptions, a sum of £1,240 3s. 11d. was raised by voluntary subscriptions, but for the year ending March, 1907, the funds raised by voluntary contributions amounted only to £918, and but for the fact that the Lord Mayor made a special personal effort to raise funds, owing to the very small response to his first public appeal, I do not think we should have raised £500 from this source. I am inclined to think that carefully supervised distribution of charitable funds, coupled with a careful audit of the accounts, is not what the charitable public look upon with favour,

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## QUESTION 8.

## Separate Observations.

BRISTOL—*cont.*

and further, I think that the public resent the mixture of their charitable contributions with what they look upon as simply a modified form of administration of Poor Law relief. At any rate, in Bristol it is impossible to do other than look upon the appeal to the charitable public as a comparative failure; whether a longer continuance in the effort would induce the public to support it as it is found possible in France time only can show.

I think it would be useful to carefully consider whether the costs of emigration and the establishment of farm colonies should not be charged on the Imperial Funds, and the establishment charge over the cost of providing labour should not be a charge on the local rates, limiting such rates as at present, and assisting localities with grants in aid.

I think the figures do not disclose the full measure of the existing distress, as in Bristol, at any rate there are few artisans on our books, mainly I think owing to the fact that they are in Trades Unions or other societies, and are thus saved the necessity of applying to the Distress Committee.

The two most startling facts which have impressed me are, first, the very large proportion of general labourers to be found upon our books, and secondly, the large number of applicants who are in the prime of their working life, namely between the ages of 20 and 50. It seems to me that the extensive employment of child labour, and the neglect to acquire a trade by our young men, leads to distress, which leads to applications to the Poor Law Authorities or the Distress Committee, whilst the small number of applications of persons under the age of 20 years would seem to show that boy labour and the labour of youths is in demand, but the moment they reach manhood they seem to fall out of employ. Of a total of 2,900 applications registered in the year ending March, 1906, 91 only were under the age of 20, whilst 807 were between 20 and 30, 787 between 30 and 40, 573 between 40 and 50, and 443 between 50 and 60, whilst over 60 years of age we had only 200. We have thus 2,166 out of a total of 2,900 applications made by men in the prime of their working life. The small number of applications by men over 60 years of age would appear to show that as men grow beyond the period of active working life they are maintained by their families, or drift into the workhouse. The figures for the year ending 1907 work out very much in the same proportion. I think if better provision could be made for the teaching of a trade to the young men by the extension of technical classes and the introduction of more such teaching into our elementary schools, and by encouraging apprenticeship for the purpose of learning trades, the amount of distress would be much reduced.

Looking at the figures, and having regard to my experience in connection with Poor Law work, I believe that the distress is not greater to-day than in years gone by, it is only that we know more of it from the inquiries which we have made.

My experience as Chairman of the Bristol Distress Committee has convinced me that if good work is to be done by such Committees in future, much greater discretion will have to be given to the Committees than has been given in the past. Gentlemen will not give their time and attention to this subject with their hands so very much tied.

First, a much wider discretion should be given in dealing with cases where temporary Poor Law relief may have been given during the previous twelve months. Soldiers who are serving with the colours should be allowed as resident for the previous 12 months in the district where they may require assistance, and a man should not be considered ineligible because he has not resided for 12 months within the area of the Distress Committee if he has been serving his country with the colours during that time.

## QUESTION 8.

## Separate Observations.

BRISTOL—*cont.*

I have felt myself, and I know other members of the Committee have felt also, that we had better retain our own private funds, and administer them in our own way, rather than contribute to the common fund subject to such serious restrictions.

My experience on this Committee has strengthened my views, if they ever required strengthening, of the utter improvidence of the young men and women of the present day, and utter failure of all efforts, up to the present time, to teach them prudence and forethought.

The great difficulty has been to find work which shall be useful and, at the same time, not so agreeable as to induce men to accept the work of the Committee rather than ordinary employment. We in Bristol have been well supported by the committees of the Council and also by the Board of Guardians, in assisting in finding work, and we have, by the aid of the Docks Committee, been able to put in hand work of considerable utility on our river banks which has been sufficiently arduous to deter the loafer whilst finding useful and fairly profitable work for the genuine unemployed.

I think the question of wages should also be considered, because I do not think the knowledge possessed by the public that we are expected to pay Trade Union rate of wages to the men employed by us assists in obtaining contributions; and the decisions of the Local Government Board that Sub section (g) of Art. 5, part 1, of the Statutory Rules and Orders of the 10th October, 1905,

“that the total remuneration to any person for a given period of  
“continuous work should be less than that which would under ordinary  
“circumstances be earned, etc.,”

can be read to mean that the man's condition would be “less satisfactory,” owing to the fact that he was allowed to work a shorter number of hours than would under ordinary circumstances be the case at Trade Union rate of wages, rather than working for the full week at a less wage than the ordinary trade union wage. Many of the public who have spoken to me resent this state of things very much, and I think this fact is one of the causes of the lack of voluntary aid from the public.

I think the reduction in the number of applicants, 1,772 during the year 1907 as against 2,900 in the year ending March, 1906, is partly owing to the fact that many who applied in the year 1906 and obtained no assistance did not apply again, and it will be noted that 701 single men applied in the year 1906, whilst 208 only applied in the year 1907. We have never given assistance to single men.

I feel, after all we have done for the cases in which work has been found, we have really found no remedy, but only slight alleviation of the suffering. When the period for which we have found work is at an end, and many of our applicants are in the same position as before, they manage in some way to exist during the summer after getting into still deeper distress, and when the Committee begins its next season at once make application.

The Vice-Chairman of the Committee occupied the position of Chairman of the Emigration Sub-Committee, and possibly he may have something to say upon that branch of the work. So far as I can see, considerable discrimination was exercised in the choice of the cases for emigration, and the persons emigrated would appear generally to have done well in their new homes. I think emigration should be confined to our own colonies.

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**QUESTION 8.****Separate Observations.****BRISTOL**—*cont.*

Mr. W. H. Byrt desires to state that he is of opinion that farm colonies or some other suitable system should be set up on national lines, where men who find themselves habitually unable to find employment might be sent for a period of training. He submits the following particulars :—

1. That 57 per cent. of the total applications for work in this City came from men in the prime of life, and under 40 years of age.

2. That 22 per cent. of men under 40 years of age who applied in 1905-6 applied also in 1906-7.

3. That of the total applications for work in 1905-6, 29 per cent. applied also in 1906-7.

Mr. Frederick Leonard is of opinion that in some measure the distress prevalent in England is owing to the influx of aliens into this country, and it appears inconsistent that while the Distress Committees at home provide moneys to send out of this country our own people because of their inability to find employment, foreigners are allowed to come here to the prejudice of the British working man.

**BURNLEY.** \_\_\_\_\_**BURTON-UPON-TRENT.** \_\_\_\_\_**BURY.** \_\_\_\_\_**AR DIFF.** \_\_\_\_\_**CHATHAM.** \_\_\_\_\_**CHELTENHAM.** \_\_\_\_\_**COVENTRY.** \_\_\_\_\_

**CROYDON**—*Observations of Mr. G. J. Allen, Chairman Distress Committee, Ex-Mayor of Croydon, and Ex-Chairman Board of Guardians.*

As I take it, the whole question is for the consideration of the Royal Commission. It therefore opens a much wider range, and without taking up any time unduly will briefly give in my opinion the causes of the unemployed, or more correctly speaking the unemployable :—

1st. The men have never been taught any handicraft. When as boys they leave school they take little jobs and after three or four years they are discharged and replaced with boys again ; consequently they drift as casual labourers.

2nd. It would be a great advantage if trade unions could be induced to alter their rules so that a mechanic could take all his sons if he wished, into the same trade, instead of as at present, only one. This is another cause of unskilled labour.

## QUESTION 8.

## Separate Observations.

CROYDON—*cont.**Poor Law.*

This requires altering. Workhouses as such should be abolished.

Infirmaries should be as at present for the sick and infirm.

Test Houses should be established in counties under Imperial supervision away from all local control.

Men should be sent there to work and kept there for at least a month, and be credited with their earnings, which should go to the support of their wives and families.

At present there is an immense army who are continually in and out of the House because they are destitute and they always will be destitute. You cannot refuse them admission.

At the Test Houses trades should be taught.

*Physical Deterioration.*

The greatest of all evils—marrying and intermarrying with those who are physically unfit, epileptics and mentally defective from hereditary causes—is filling our asylums and infirmaries.

The State in time must interfere and prevent such a state of things, which is sapping the life of the nation, as each generation is having an increasing burden placed upon its shoulders.

I feel that in a letter the subject is too vast to enter into.

DARTFORD. \_\_\_\_\_

DERBY. \_\_\_\_\_

DEVONPORT. \_\_\_\_\_

DUDLEY. \_\_\_\_\_

EAST HAM. \_\_\_\_\_

EDMONTON. \_\_\_\_\_

ERITH. \_\_\_\_\_

GATESHEAD. \_\_\_\_\_

GILLINGHAM. \_\_\_\_\_

GORTON. \_\_\_\_\_

**GRIMSBY.**—Supplementing the answers, in my opinion the Act inflicts a hardship in the following case:—A man is for many years a ratepayer in one district and, to better his position, he removes to another district, and in, say, six months' time, through some cause or other and very probably through no fault of his own, he loses the position and is out of work; he is not eligible to be registered under the Act in the district where he resides, and he is not eligible for the district which he has left because in both cases he has not the necessary twelve months' residential qualification.--(*Clerk to Distress Committee.*)

HALIFAX. \_\_\_\_\_

HANDSWORTH. \_\_\_\_\_

NOTE.—References made in this Volume and in the Reports of the Commission to the pages of this Volume are to the page numbering in brackets.



**QUESTION 8.****Separate Observations.****HANLEY.** \_\_\_\_\_**HASTINGS.** \_\_\_\_\_**HEYWOOD.** \_\_\_\_\_**HORNSEY.**—The Committee passed a resolution in the following terms on the 11th March, 1907 :—

“ That the Committee desire to call attention to the following facts :—

“ 1. That the number, as registered under the Unemployed Workmen Act, 1905, does not represent the total number of unemployed ; and that the numerous unnecessary and irritating questions attaching to an application for relief prevent many of the most deserving from registering.

“ 2. That Committees are greatly hampered, both in providing sufficient permissible employment for applicants and in obtaining the necessary funds therefor.

“ That the Committee accordingly urge on the Government the necessity of immediately introducing a Bill to amend the Act.

“ That the Committee are further of opinion that the cost of providing employment under the Act should not be dependent on voluntary contributions.”

A copy of this resolution was forwarded to the President of the Local Government Board.

**HUDDERSFIELD.** \_\_\_\_\_**IPSWICH.** \_\_\_\_\_**KETTERING.**—Although the Act has enabled the Committee to collect useful information, some of the questions on the record paper are of such an inquisitorial character that the best class of unemployed workmen, almost without exception, have refused to register, preferring to suffer in silence.

Experience has also forced upon the Committee the conclusion that the problem can only be solved by national machinery, and further that unemployment is constant.

Without the Queen's Fund in the first year, and the Government grant in the second, the Committee would have been absolutely helpless, as voluntary contributions from local sources could not be obtained to any useful amount, first, for the reason that contributions were ear-marked for previously established charitable objects, and, secondly, that the power to draw upon the rates for administrative purposes closed the pockets of the subscribing public.

**KING'S NORTON.**—The Clerk to the Distress Committee writes as follows :—“ I beg to enclose herewith the replies to your questions, which, although not formally submitted to my Committee, represent fairly accurately their views on the matter.”**KINGSTON-UPON-HULL.** \_\_\_\_\_**LEEDS.**—The Committee are of opinion :—

(1) That in the event of the Act being renewed, Distress Committees should have the power to pay the standard rate of wages for skilled labour, and

(2) that it should not be necessary, except in special circumstances, to obtain the consent of the Local Government Board to entertain applications from persons who have been provided with test work by the Guardians.

**QUESTION 8.****Separate Observations.**

**LEICESTER.**—The Committee desire to submit the following suggestions which were proposed by the Chairman of this Committee, at a conference of the Association of Municipal Corporations held at the Westminster Palace Hotel, 14th June, 1906.

(1) That although the Unemployed Workmen Act, 1905, has been useful in enabling the Distress Committees to obtain statistical information as to the number and classification of the unemployed, it has proved a failure and should not be renewed in its present form when its term expires.

(2) That the unemployed problem is incapable of local solution, but must be dealt with on a national basis.

(3) That although use may be made of local bodies in administration, the inauguration and organisation of remedial measures in order to prove effective and economical must be by a national authority, which is capable of acting on more comprehensive lines than those found practicable under the present Act.

(4) That all funds should be provided from the National Exchequer, so that the burden may be fairly distributed over the whole country.

(5) That as it may be impracticable to legislate this session, the Government should make a temporary grant to distress committees to enable them to pay for work under the Act during the coming winter.

(6) That in the opinion of this conference legislation and relief works will prove a mere palliative unless habits of thrift and responsibility are inculcated socially, a system of insurance against unemployment and old age established, and means are taken to prevent the increase of incapable workmen by a revival of the principle of apprenticeship training in trades.

At a meeting of the Distress Committee, held on 12th June, 1907, it was resolved, that the following suggestion should be added :—

“That the grant to local Committees shall not be dependent upon the amount of local subscriptions.”

**LEYTON.** \_\_\_\_\_

**LIVERPOOL.** \_\_\_\_\_

**MANCHESTER.** \_\_\_\_\_

**MERTHYR TYDFIL.** \_\_\_\_\_

**MIDDLESBROUGH.**—With regard to the general observations, the sub-committee cannot add anything to the evidence which is already before your Commission. They suggest, however, that powers be given to deal somewhat drastically with a type of man that might be called an incorrigible idler.

**MIDDLETON.**— \_\_\_\_\_

**NEWCASTLE-UPON-TYNE.**—The Committee desire to state that the clause in the Act which makes a voluntary fund the only source from which wages can be paid is altogether unsatisfactory and unworkable, and suggest further that, at present, so many different methods are adopted in the preparation of statistics supplied to the Board of Trade and also in Distress Committee annual reports, as to be useless for purposes of comparison, a unified system of returns should be established.

**NEWPORT (MON.).** \_\_\_\_\_

**NORTHAMPTON.** \_\_\_\_\_

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**QUESTION 8.****Separate Observations.****NORTHFLEET.** -----**NORWICH.** -----

**NOTTINGHAM.**—The Distress Committee terminated its engagements with officials and practically discontinued operations in May, 1907, because it was felt that the work practicable did not justify the establishment charges. The Committee has, however, recommended the City Council to continue the Labour Bureau.

**OLDHAM.** -----**PLYMOUTH.** -----**PORTSMOUTH.** -----**PRESTON.** -----**READING.** -----**RHONDDA.** -----**ROCHDALE.** -----**ROTHERHAM.** -----**ST. HELENS.** -----

**SALFORD.** *Observations of Clerk to Distress Committee.*—I beg to say that owing mainly to business of an exceptional character, which, I understand, has recently interfered with the attendance of the members of the Distress Committee, who are also members of the Board of Guardians, the meetings to which your queries were to be submitted were not fully constituted, there not being the requisite quorum. I very much regret that under these circumstances it has not been possible to obtain the views of the Committee as a whole, but some of the members with whom I communicated having sent me replies to the queries, I beg to forward them for your information.

**SCARBOROUGH.** -----**SHEFFIELD.** -----

**SMETHWICK.**—(a) The co-operation of the Town Council in providing work has been a most important factor in the successful working of the Act within this Borough, and the Committee strongly urge that all Local Authorities should, wherever possible, co-operate with the Distress Committees in providing work such as stone-breaking, etc., *on a commercial basis.*

(b) In view of the importance of the problem of the unemployed the committee desire to suggest that the Government should press forward whatever proposals it may be prepared to make for effectively dealing with the question.

**SOUTHAMPTON.** -----**SOUTH SHIELDS.** -----**STOCKPORT.** -----**STOCKTON-ON-TEES.** -----

## QUESTION 8.

## Separate Observations.

**SUNDERLAND.**—*Provision of Work.*—The great weakness of the Unemployed Workmen Act, 1905, lies in making the provision of work by the Distress Committee dependent entirely upon voluntary contributions. This provision in practice is absolutely unworkable. The public will not voluntarily provide anything like sufficient funds to enable the Distress Committee to enter upon any large undertakings for the relief of distressed persons, such as the acquisition of land or the reclamation of land.

*Residential Qualification.*—While it is necessary to stipulate that applicants must have a residential qualification to be eligible for employment locally provided and to prevent persons from being attracted from outside areas, the present minimum period, viz., twelve calendar months is too long—many persons do not reside in any one district for that period. By reducing the period necessary for qualification to six months the interests of the resident unemployed would be safeguarded and a fuller index of the real extent of unemployment obtained.

*Emigration.*—To emigrate the unemployed is not a desirable way of dealing with the best manhood of the country, and as a means of solving the unemployed question emigration is a failure.

*Migration.*—The provision for aiding out of rates contribution account migration to other districts has locally been a dead letter and cannot in any case be of general utility when unemployment is universal and there is a superabundance of labour everywhere.

*Labour Exchanges.*—The labour exchange provisions are of value if made compulsory. If labour exchanges are properly worked and all these bodies are acting or co-operating, they will provide centres both for employers and employees. The employer can obtain workers promptly and with a better selection; the worker can go direct to an office where he has an opportunity of hearing of employment, instead of as at present tramping round from place to place, and it will be found a great advantage to have at hand an organisation of value in weeding out the unemployable and undeserving from the employable deserving, and a ready means of ascertaining if there is a scarcity of labour anywhere and of promptly supplying the demand.

**SWANSEA.** -----

**TOTTENHAM.** -----

**TYNEMOUTH.** -----

**WALLASEY.** -----

**WALSALL.**—With respect to the suggestions of the Committee as to amendments required in the above Act in the event of its being renewed, this committee after the experience they have had of the working of the Act, are strongly of opinion that the fullest powers should be conferred upon Distress Committees to provide suitable temporary work for applicants for assistance, as in times of depressed trade it is impossible to get employment for them in the trades in which they have been ordinarily employed.

The Committee also consider that the cost of administering the Act should be defrayed out of the Imperial Exchequer, as the burden of local taxation is already too heavy, and it is impossible for the work to be efficiently done without liberal grants from Imperial funds.

The Committee are also impressed with the importance of powers being vested in Distress Committees to acquire in a summary manner lands required for the purpose of providing employment for the unemployed.

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**QUESTION 8.****Separate Observations.****WALSALL—cont.**

In this Borough there are hundreds of acres of spoil banks, cinder mounds, and unoccupied lands which are practically valueless in their present condition, but which by the expenditure of money could be brought into cultivation and ultimately made to yield a return for the money spent upon them. The amount, however, which would have to be expended would in many instances exceed the value of the land for some years after the necessary work of levelling had been completed, and consequently the landowners will not themselves undertake the work, and when the Distress Committee seek to negotiate for the purchase or lease of the land such terms are asked either for purchase money or as rent as to make it impossible to acquire the land. It is submitted that under such circumstances it would not be unreasonable that where land in its present condition is practically unproductive to the owner the Distress Committee should have power to apply to a court of summary jurisdiction or the Judge of a County Court to require the owner to show cause why the land should not be taken by the Distress Committee for the purposes of the Act on such terms and conditions as the Court or judge should think fair and reasonable, and in case of sufficient cause not being shown by the owner the Court or Judge should be empowered to make an order vesting the land in the Distress Committee (or the local authority) on such terms and conditions as he might consider fit. By this means work could be found for many years for the unemployed and waste land could be brought into cultivation or rendered suitable for building sites. Moreover, the Committee would always be able in case of emergency to put the unemployed to work on the land so that there would be no delay in providing employment.

With regard to voluntary contribution, the experience of the Committee goes to prove that there is no prospect whatever of obtaining voluntary contributions towards their expenditure. As the local rates can be charged to a limited amount the inhabitants best able to contribute naturally take the view that as they have to contribute through their rates they ought not to be expected to make a voluntary contribution in addition.

The emigration provisions of the Act have been found to be of great service in assisting deserving men out to Canada, and in some cases the Committee have sent out married men with families, the wife and family being left behind until the man should get settled. The Committee consider it is very desirable that in such cases power should be conferred upon them to send out the wife and children to join the father, when they are satisfied that he is in regular work and earning sufficient to maintain them.

**WALTHAMSTOW.** \_\_\_\_\_**WARRINGTON.** \_\_\_\_\_**WEST BROMWICH.** \_\_\_\_\_**WEST HAM.** \_\_\_\_\_**WEST HARTLEPOOL.** \_\_\_\_\_**WIGAN.** \_\_\_\_\_**WILLESDEN.** \_\_\_\_\_**WOLVERHAMPTON.** \_\_\_\_\_**GREAT YARMOUTH.** \_\_\_\_\_**YORK.** \_\_\_\_\_

# ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

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## SUPPLEMENTARY LIST OF APPENDIX VOLUMES TO THE REPORTS OF THE POOR LAW COMMISSION FOR ENGLAND AND WALES, SCOTLAND AND IRELAND.

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APPENDIX VOL. XXXV.—INDEX TO THE REPORT ON ENGLAND AND WALES.

APPENDIX VOL. XXXVI.—SOME INDUSTRIES EMPLOYING WOMEN PAUPERS.

A Supplement to the Report (Appendix Vol. XVII.) by Miss Constance Williams and Mr. Thomas Jones on the Effect of Outdoor Relief on Wages and the Conditions of Employment.

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# ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

## LIST OF APPENDIX VOLUMES TO THE REPORTS OF THE POOR LAW COMMISSION FOR ENGLAND AND WALES, SCOTLAND, AND IRELAND.

### APPENDIX VOL. I.—ENGLISH OFFICIAL EVIDENCE.

Minutes of Evidence mainly of the Officers of the Local Government Board for England and Wales. 1st to 34th Days : 8th January to 22nd May, 1906 : Questions 1 to 14,880.

### APPENDIX VOL. I. A.—ENGLISH OFFICIAL EVIDENCE.

Appendices to the Minutes of Evidence included in Vol. I., being mainly the evidence of the Officers of the Local Government Board for England and Wales.

### APPENDIX VOL. I. B.—INDEX.

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### APPENDIX VOL. II.—LONDON EVIDENCE.

Minutes of Evidence (with Appendices) mainly of London witnesses. 35th to 48th Days : 28th May to 23rd July, 1906 : Questions 14,881 to 24,739.

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### APPENDIX VOL. III.—ASSOCIATIONS AND CRITICS.

Minutes of Evidence (with Appendices) mainly of critics of the Poor Law and of witnesses representing Poor Law and Charitable Associations. 49th to 71st Days : 1st October to 17th December, 1906 : Questions 24,740 to 35,450.

### APPENDIX VOL. III. A.—INDEX.

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### APPENDIX VOL. IV.—URBAN CENTRES.—LIVERPOOL, MANCHESTER, WEST YORKS, AND MIDLANDS.

Minutes of Evidence (with Appendices) containing the oral and written evidence of the British Medical Association and of witnesses from the following provincial urban centres—Liverpool and Manchester districts, West Yorkshire, Midland Towns. 72nd to 89th Days : 14th January to 26th March, 1907 : Questions 35,451 to 48,347.

### APPENDIX VOL. IV. A.—INDEX.

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### APPENDIX VOL. V.—URBAN CENTRES.—SOUTH WALES AND NORTH EASTERN COUNTIES.

Minutes of Evidence (with Appendices) containing the oral and written evidence of witnesses from urban centres in the following districts :—South Wales and North Eastern Counties, 90th to 94th Days : 15th April to 30th April, 1907 : Questions 48,348 to 53,067.

### APPENDIX VOL. V. A.—INDEX.

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### APPENDIX VOL. VI.—SCOTLAND.

Minutes of Evidence (with Appendices) relating to Scotland. 95th to 110th Days, and 139th and 149th Days : 6th May to 21st June, 1907, and 13th January and 2nd March, 1908 : Questions 53,068 to 67,565 ; 88,667 to 89,046 ; 94,629 to 95,323.

### APPENDIX VOL. VI. A.—INDEX.

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### APPENDIX VOL. VII.—RURAL CENTRES.—FRIENDLY SOCIETIES, ETC.

Minutes of Evidence (with Appendices) containing the oral and written evidence of witnesses from various rural centres in the South Western, Western, and Eastern Counties, from the Parish of Poplar Borough and from the National Conference of Friendly Societies. 111th to 122nd Days : 9th July to 7th October, 1907 : Questions 67,566 to 77,734.

### APPENDIX VOL. VII. A.—INDEX.

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### APPENDIX VOL. VIII.—UNEMPLOYMENT.

Minutes of Evidence (with Appendices) containing the oral and written evidence of witnesses relating chiefly to the subject of "Unemployment." 123rd to 138th Days : 14th October to 10th December, 1907 : Questions 77,735 to 88,666.

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### APPENDIX VOL. IX.—UNEMPLOYMENT.

Minutes of Evidence (with Appendices) containing the oral and written evidence of further witnesses relating to the subject of Unemployment, etc. 140th to 148th Days : 150th to 156th Days, and 158th Day : 14th January, 1908, to 11th May, 1908. Questions 89,048 to 94,628 ; 95,324 to 99,350 ; 100,020 to 100,590.

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### APPENDIX VOL. X.—IRELAND.

Minutes of Evidence (with Appendices) relating to Ireland. 157th and 159th Days : 25th April and 12th May, 1908 : Questions 99,351 to 100,019 ; 100,591 to 100,928.

### APPENDIX VOL. X. A.—INDEX.

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Miscellaneous Papers. Communications from Boards of Guardians and Others, etc., etc.

### APPENDIX VOL. XII.—COMMISSIONERS' MEMORANDA.

Reports, Memoranda, and Tables prepared by certain of the Commissioners.

- APPENDIX VOL. XIII.—DIOCESAN REPORTS.  
Diocesan Reports on the Methods of administering Charitable Assistance and the extent and intensity of Poverty in England and Wales.
- APPENDIX VOL. XIV.—INVESTIGATORS' REPORTS.—MEDICAL RELIEF.  
Report on the Methods and Results of the present system of administering Indoor and Outdoor Poor Law Medical Relief in certain Unions in England and Wales, by Dr. McVail.
- APPENDIX VOL. XV.—INVESTIGATORS' REPORTS.—CHARITY.  
Report on the Administrative Relation of Charity and the Poor Law, and the extent and the actual and potential utility of Endowed and Voluntary Charities in England and Scotland, by Mr. A. C. Kay and Mr. H. V. Toynbee.
- APPENDIX VOL. XVI.—INVESTIGATORS' REPORTS.—INDUSTRIAL AND SANITARY CONDITIONS.  
Reports on the Relation of Industrial and Sanitary Conditions to Pauperism, by Mr. Steel Maitland and Miss R. E. Squire.
- APPENDIX VOL. XVII.—INVESTIGATORS' REPORTS.—OUT-RELIEF AND WAGES.  
Reports on the effect of Outdoor Relief on Wages, and the Conditions of Employment, by Mr. Thomas Jones and Miss Williams.
- APPENDIX VOL. XVIII.—INVESTIGATORS' REPORTS.—CHILDREN: ENGLAND AND WALES.  
Report on the condition of the Children who are in receipt of the various forms of Poor Law Relief in certain Unions in London and in the Provinces, by Dr. Ethel Williams and Miss Longman and Miss Phillips.
- APPENDIX VOL. XIX.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT: ENGLAND AND WALES.  
Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in London, and generally throughout England and Wales, by Mr. Cyril Jackson and the Rev. J. C. Pringle.
- APPENDIX VOL. XIX. A.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT: SCOTLAND.  
Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in Scotland, by the Rev. J. C. Pringle.
- APPENDIX VOL. XIX. B.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT: IRELAND.  
Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in Ireland, by Mr. Cyril Jackson.
- APPENDIX VOL. XX.—INVESTIGATORS' REPORTS.—BOY LABOUR.  
Report on Boy Labour in London and certain other Typical Towns, by Mr. Cyril Jackson, with a Memorandum from the General Post Office on the Conditions of Employment of Telegraph Messengers.
- APPENDIX VOL. XXI.—INVESTIGATORS' REPORTS.—REFUSAL OF OUT-RELIEF.  
Reports on the Effect of the Refusal of Out-relief on the Applicants for such Relief, by Miss G. Harlock.
- APPENDIX VOL. XXII.—INVESTIGATORS' REPORTS.—OVERLAPPING OF MEDICAL RELIEF IN LONDON.  
Report on the Overlapping of the Work of the Voluntary General Hospitals with that of Poor Law Medical Relief in certain districts of London, by Miss N. B. Roberts.
- APPENDIX VOL. XXIII.—INVESTIGATORS' REPORTS.—CHILDREN: SCOTLAND.  
Report on the Condition of the Children who are in receipt of the various forms of Poor Law Relief in certain parishes in Scotland, by Dr. C. T. Parsons and Miss Longman and Miss Phillips.
- APPENDIX VOL. XXIV.—INVESTIGATORS' REPORTS.—ABLE-BODIED AND "ORDINARY" PAUPERS IN ENGLAND AND SCOTLAND.  
Report on a Comparison of the Physical Condition of "Ordinary" Paupers in certain Scottish Poorhouses with that of the Able-bodied Paupers in certain English Workhouses and Labour Yards, by Dr. C. T. Parsons.
- APPENDIX VOL. XXV.—STATISTICAL.  
Statistical Memoranda and Tables relating to England and Wales, prepared by the Staff of the Commission and by Government Departments, and Others, and Actuarial Reports.
- APPENDIX VOL. XXVI.—CHARITIES.  
Documents relating more especially to the Administration of Charities.
- APPENDIX VOL. XXVII.—REPLIES OF DISTRESS COMMITTEES.  
Replies by Distress Committees in England and Wales to Questions circulated on the subject of the Unemployed Workmen Act, 1905.
- APPENDIX VOL. XXVIII.—VISITS.  
Reports of Visits to Poor Law and Charitable Institutions and to Meetings of Local Authorities in the United Kingdom.
- APPENDIX VOL. XXIX.—REPORT BY GENERAL ASSEMBLY OF CHURCH OF SCOTLAND.  
Report on the Methods of Administering Charitable Assistance and the extent and intensity of Poverty in Scotland, prepared by the Committee on Church Interests appointed by the General Assembly of the Church of Scotland.
- APPENDIX VOL. XXX.—SCOTLAND.  
Documents relating specially to Scotland.
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Statistical Memoranda and Tables relating to Ireland, etc.
- APPENDIX VOL. XXXII.—FOREIGN LABOUR COLONIES COMMITTEE.  
Report on Visits paid by the Foreign Labour Colonies Committee of the Commission to certain Institutions in Holland, Belgium, Germany, and Switzerland.
- APPENDIX VOL. XXXIII.—FOREIGN POOR RELIEF SYSTEMS.  
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- APPENDIX VOL. XXXIV.—LIST OF WITNESSES.  
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